

C 6/2/27

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for January 1942 .

Each section of this report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
<u>ational Labour Legislation.-</u>	
<u>ssam:</u>	
ssam Shop Assistants' Relief Bill, 1941: Bill withdrawn on Government Assurance of Legislation.	1
<u>ombay:</u>	
ombay Workmen's Compensation (Unclaimed Deposits) Rules, 1941. Extension of Payment of Wages Act to certain classes of Mines.	1
<u>elhi:</u>	
elhi Lifts Rules, 1942.	2
<u>ocial Policy.-</u>	
a) 3rd Labour Ministers' Conference.	3-5
b) Labour Ministers' Meeting with Representatives of Employers and Workers re. Items on Agenda of 3rd Labour Ministers' Conference, Calcutta, 2 and 3-1-1942.	5-8
c) Action taken on the Recommendations of the First and Second Labour Ministers' Conference.	8-9
d) Legislation to regulate Child Labour in Inland Waterways and Technical Schools: Government of India considers Ratification of I.L. Convention re. Minimum Age (Industry)	10
<u>onditions of Work.-</u>	
<u>ours of Work and Weekly Rest:</u>	
pplication of Punjab Trade Employees' Act to Delhi Province: elhi Municipality supports Proposal.	11
<u>ages:</u>	
a) Improving Cost of Living Indices: Conference convened by Government of India, New Delhi, 28-1-1942.	12-13
b) Bonus for Berhampore Municipal Employees.	13
c) Minimum Wages for Agricultural Workers in certain Areas of Travancore State: Terms of Collective Agreement.	13
<u>ndustrial Disputes:</u>	
a) Industrial Disputes in British India during the quarter ending 31-3-1941.	14
b) Curb on Strikes and Lock-outs: Action under Defence of India Rules.	14-16
c) Industrial Disputes in British India during the quarter ending 30-6-1941.	16
d) Appointment of Labour Commissioner in C.P.	17
e) Nagpur Textile Dispute.	17
<u>olidays with Pay:-</u>	
a) Rules regarding Leave, etc., for Municipal Employees in C.P.	18-19
b) Holidays with Pay for Jute Mill Workers: 6 days in the year from 1-1-1942.	19

Conditions of Work (continued).-

General:

- | | |
|---|-----|
| a) Control of Soap Factories in Municipal Areas in C.P. | 20 |
| b) Control of Bidi Factories in Nagpur Municipal Area. | 20 |
| c) Curtailment of Welfare Activities in Asansol. | 20. |

Economic Conditions.-

- | | |
|--|---------------|
| a) International Sugar Agreement: Central Sugar Advisory Board against Renewal by India. | 21 |
| b) 5th session of Indian Statistical Conference, Baroda, January 1942. | 21-23 |
| c) Census of Motor Vehicles in India: Statement in Council of State. | 23 |
| d) Joint Session of Indian Economic and Indian Political Science Conference, Bombay, 31-12-1941 to 3-1-1942. | 23-25 |
| e) Plea for Industrialisation of India: Sir M. Visvesvarayya's 5-year plan costing Rs. 10000 millions. | 25 |
| f) Utilisation of Idle Money for Long-term Industrial Undertakings: Plea by retiring President of Indian Merchants' Chamber, Bombay. | 25-26 |

Migration.-

- | | |
|--|----|
| Indian Workers in Ceylon: Wage Increase and War Bonus under consideration. | 27 |
|--|----|

Agriculture.-

- | | |
|--|----|
| a) Rural Development Problems in Bombay: Governor's Speech Inaugurating the Meeting of the Provincial Rural Development Board. | 28 |
| b) Cotton Fund Ordinance, 1942: Creation of Fund to help Cotton Growers. | 29 |

Navigation.-

- | | |
|--|-------|
| a) Conditions of Indian Seamen in British Merchant Navy: Sir Firozkhann Noon's speech. | 30 |
| b) Indian Seamen's Home in Calcutta: Viceroy lays Foundation Stone. | 30-31 |
| c) War Pensions and Detention Allowance (Indian Seamen, etc.) Scheme, 1941. | 31-32 |
| d) Compensation to Seamen (War Damage to Effects) Scheme, 1939. | 32 |

Professional Workers, Salaried Employees and Public Servants.-

- | | |
|---|----|
| Control of Corruption and Bribery among Public Servants in Burma: The Code of Criminal Procedure (First Amendment) Act, 1942. | 33 |
|---|----|

Co-operation and Cottage Industries.-

- | | |
|--|----|
| Plight of Handloom Weavers due to Yarn Shortage: Remedial Measures taken by Government of India. | 34 |
|--|----|

Living Conditions.-

Housing:

- | | |
|---|----|
| Housing Conditions of Industrial Workers in Cawnpore: Results of Enquiry. | 35 |
|---|----|

rganisation, Congresses, etc.-

Workers' Organisations:

- a) Demands of Workers during War Time: Resolution at Calcutta meeting attended by over 40,000. 36
- b) All-Travancore Labour and Trade Union Organisation: Travancore Government restrains activities. 36-37
- c) Delhi Shop Assistants' Conference, Delhi, 2-1-1942. 37-38

ocial Conditions.-

- a) Beggar Problem in Calcutta: Measures to remove "Menace" Proposed. 39

ublic Health.-

- 4th Annual Meeting of Central Advisory Board of Health, Calcutta, 26 to 28-1-1942. 40-41

ducation.-

- a) Revival of Literacy Campaign in Sind. 42-43
- b) Annual Meeting of Central Advisory Board of Education, Hyderabad, 13 to 15-1-1942. 43

ocial Policy in War Time.-

ages:

- a) Increased War Dear Food Allowance in Cawnpore. 44
- b) Dearness Allowance for Sugar Mill Workers in Gorakhpur: Decision of Sugar Mills Association. 44
- c) Dearness Allowance to Workers in Jharia Coalfields. 44-45
- d) Additional Dear Food Allowance to Textile Workers in Sholapur. 45

mployment:

- a) Motor Vehicles (Drivers) Ordinance, 1942. 45
- b) National Service (Technical Personnel) Amendment Ordinance, 1942. 45-46

e)

ndustrial Disputes:

- Curb on Strikes and Lock-outs: Action under Defence of India Rules. 46

rice Control:

- Control of Price of Foodstuffs: Delhi and U.P. Measures. 47

ontrol Measures:

- a) Rice Rationing Scheme for Ceylon. 47
- b) Standard Cloth for the Poor; Cotton Textile Panel's Decision. 47-48
- c) Cotton Card Clothing and all Card Clothing Sundries Control Order, 1942. 48
- d) Further Restrictions on Unlicensed Sale of Iron and Steel. 48-49
- e) The Tar and Bitumen Control Order, 1942. 49
- f) The Newspaper Control Order, 1942. 49
- g) Amendment to Hotels and Lodging Houses Control Order, 1939. 49

afety Measures:

- a) A.R.P. Measures in Cotton Mills: Central Government's Directions. 50-51
- b) A.R.P. Organisation in Cotton Mills: Scheme framed by Millowners' Association, Bombay. 52-53
- c) Indian Merchant Shipping (Fire Appliances) Rules, 1942. 53

ocial Policy in War Time.-

nsurance:

Insurance in War Time: Meeting of Federation of Insurance Companies, New Delhi, 17-1-1942. 54

ar Risk=Insurance:

War Risks (Goods) Insurance Rules, 1942. 54

roduction:

Assistance to Mills on War Work: Demands of Cotton Textile Mills. 55-56

ar Savings:

All-India National Savings Conference, New Delhi, 17-1-1942. 56

ir Raid Relief:

Temporary Relief Measures in Madras for Air-raid Victims. 57

List of the more important publications received in this office during January, 1942. 58

NATIONAL LABOUR LEGISLATION

sam. -

Assam Shop Assistants' Relief Bill, 1941: Bill withdrawn
on Government Assurance of Legislation. ✓

Reference was made at pages 1 to 2 of our March 1941 report to the introduction of a non-official Bill in the Assam Legislative Assembly on 10-3-1941 to provide for the regulation of hours and conditions of work generally in shops; the Bill was circulated on the same day. On 2-12-1941 Mr. Badaruddin Ahmed, the Sponsor of the Bill, moved in the Assam Legislative Assembly that it be referred to a Select Committee. Mr. Abdul Matin Chaudhuri, Labour Minister, opposing the measure pointed out that opinions on the Bill were sharply divided in the Province and further that the Bill not merely follows the Bengal enactment but goes further by providing for increment in salaries, provident fund, leave salary and compensation for accident; all the various benefits have been jumbled in one single Bill without paying any heed to the capacity of the employer to pay. The Government did not think that "some of the shop assistants in some places are hard-worked and they do need some measure of relief." He requested the sponsor of the Bill to withdraw his Bill, promising to introduce a Bill dealing with weekly holidays and to limit working hours of the shop assistants, in the next session if possible.

On this assurance, Mr. Ahmed withdrew his Bill.

(The Assam Gazette, Part VI-A, dated
7-1-1942, pages 1212 to 1218.) -

mbay. -

Bombay Workmen's Compensation (Unclaimed Deposits) Rules, 1941.

Reference was made at page 2 of our September 1941 report to the proposal of the Bombay Government to adopt Rules relating to the procedure for the disposal of unclaimed deposits under the Workmen's Compensation Act. These Rules have now been gazetted in their final form.

(Notification No. 4644/34 dated
13-1-1942: The Bombay Government
Gazette, Part IV-A, dated 15-1-1942,
pages 51 to 53.) +

mbay. -

Extension of Payment of Wages Act to certain classes of Mines.

The Government of Bombay has extended the operative sections of the Payment of Wages Act to mines in the Province which are declared by the Provincial Government to be factories under Section 5 of the Factories Act, and are not subject to the operation of the Indian Mines Act.

(Notification No. 3717/34-I dated 19-1-1942: The
Bombay Government Gazette, Part IV-A, dated
22-1-1942, page 59.) .

Delhi Lift Rules, 1942.

Reference was made at page 3 of our March 1941 report to the extension of the Bombay Lifts Act to Delhi Province. The Chief Commissioner, Delhi, has now issued the necessary administrative rules under the Act.

(Notification No. F.10 (33)/42-L.S.G.(3)
dated 15-1-1942: The Gazette of India,
Part II-A, dated 24-1-1942, pages 26-35).

3rd Labour Ministers' Conference

The third annual session of the Labour Ministers' Conference (for an account of the Second Labour Ministers' Conference, vide pages 4 to 7 of the January 1941 Report of this Office and pages 64 to 65 of "I.L.R.", Vol. XLIV, No.1) was held at New Delhi on the 30th and 31st January 1942, with the Hon. Sir Firoz Khan Noon, Labour Member with the Government of India, in the chair.

Among those who attended the Conference were: the Members of the Government of India in charge of the Departments of Finance, Communications and Railways, Commerce, and Supply, and Officials of other Departments of the Government of India interested in one or other of the items on the agenda; representatives of the Governments of Madras, Bombay, Bengal, the United Provinces, the Punjab, Bihar, Assam, the Central Provinces and Berar, and Sind; and representatives of the Governments of the following Indian States: Indore, Mysore, Baroda, Gwalior, Hyderabad and Travancore.

Dr. P.P. Pillai, representative of the I.L.O., also attended the Conference as an Observer.

Opening the proceedings, the Chairman said that, in accordance with the practice already established, he had consultations with the representatives of employers and workers at Calcutta early in the month on the various items on the agenda, and a resumé of these discussions was before the Conference. These consultations with the employers and the workers were held separately and it was for consideration whether for the future it would not be healthier to adopt the practice of having joint meetings of employers, workmen and Government representatives. He felt there were many advantages in bringing all the interests concerned face to face in tripartite Conference as is the practice in Geneva. Collaboration of this tripartite character has been developing apace in several countries since the beginning of this war, and he proposed to take into consideration the question whether the next annual Conference should be a joint one of all the interests concerned.

He welcomed the increasing representation of the Governments of the Indian States at the Conference and said it was a good augury for the future solution of labour problems, for, the economic welfare of Indian States and British India were so closely intertwined that it was impossible to think of the two Indias acting separately or without each other's sincere co-operation.

Referring to the agenda, he said that, if war production must go forward unhampered, strikes and lock-outs must be avoided at all costs, and that all problems of labour and industrial development must be handled with sympathy and foresight. They could not postpone consideration of methods whereby they could ensure that labour stayed at work. Disputes had to be settled quickly and methods of doing that had to be considered. The extent to which wages need adjustment to meet rises in cost of living required urgent consideration, if undue hardship to the working classes was to be avoided. Sickness Insurance and holidays with pay, though not problems of an equally pressing nature, were still important and worthy of attention. Amendment of the Workmen's Compensation Act and the Payment of Wages Act involved consideration of important questions of principles. Industrial fatigue resulting from extended hours of work had also been brought to the forefront by the need to produce war materials in a large

quantities and as quickly as possible.

Items on the Agenda.

30th January, 1942: (1) Special Machinery for Expeditious Disposal of Labour Disputes in War Time.- (By Rule 81A added to the Defence of India Rules, 1939, on 21-1-1942 (vide page of the January report of this Office), the Central Government had taken the power by general or special order to prohibit strikes and lock-outs, to refer trade disputes for conciliation or adjudication as provided in the Order, and to require employers to observe such terms and conditions of employment as may be fixed in accordance with the Order to be, or to be not less favourable than, those existing in their undertakings within three months preceding the date of the Order. The consensus of opinion at the Conference was in favour of a General, and not a special, Order, so that details of the special steps to be taken may be considered in consultation with Provincial Governments. The scope of using other provisions of the Defence of India Rules for this purpose was also considered.)

(2) Adjustment of Wages to Changes in Cost of Living.- (The discussions showed that, while increases in wages to make good, wholly or in part, increases in cost of living were desirable, this should be considered apart from any increase in wages to give labour a share in the profits. As regards the latter, the general opinion was that, in order to prevent inflationary tendencies, steps to give labour a share in the profits should not take the form of an increase in wages, but should be in the nature of a bonus which should not be paid in cash, but should be part of a properly considered Savings programme.)

(3) Best Manner of Improving Cost of Living Indices.- (A Conference of experts and representatives of provinces was held at New Delhi on 28-1-1942, to consider the question of improving cost of living indices, and a summary of its conclusions was before the Labour Ministry Conference. The conclusions arrived at are to be further examined, and a scheme evolved.) (A summary of the proceedings of the Conference of 28-1-1942, is given at pages 12 to 13 of the January 1942 report of this Office.)

(4) Sickness Insurance.- (As many Provincial Governments expressed themselves unable or unwilling to guarantee the insurance fund, and this guarantee was deemed essential at least during the earlier stages of any tentative sickness insurance scheme that may be set up, the proposal as regards ~~it~~ sickness insurance was not proceeded with further.)

(5) Holidays with Pay.- (The Conference was in favour of legislation on the subject, but there were some differences between the Provinces regarding the number of holidays and other details.)

(6) Night Shift Work.- (It was the general opinion that, while three shifts of eight hours each might be an ideal solution, shortage of trained labour made this impracticable; the details regarding lighting, ventilation, etc., for night-shift work, were not considered as calling for ~~Central~~ legislation, since these could be regulated under the Factories Act.)

(7) Establishment of an All-India Industrial Council for the Textile Industry.- (Opinion was divided, but the majority were inclined to the view that it would be desirable to have an Industrial

5

Council with Sectional Committees for important industries like textiles, engineering, coal, etc.)

(8) Industrial Fatigue resulting from Increased Hours of Work.- (The trend of opinion was that there was not sufficient material to indicate that increased working hours in India affected output other than favourably.)

(9) Provident Fund for Industrial Workers.- (Considering specially that no scheme for sickness insurance was taken up, the Conference agreed to legislation, with suitable safeguards, for provident fund for workers.)

31st January, 1942:

(10) Keeping Labour at work during Air-Raid Conditions.- (Keeping in mind the ~~Essential~~ Essential Services (Maintenance) Ordinance, 1941, and the views of the Government of India on the use of the Ordinance, and also the result of the discussions of the Government of India with the employers and workers at Calcutta on the 2nd and 3rd ~~February~~ January, 1942, the Conference considered methods of A.R.P. and propaganda therefor, and other suggestions to prevent panic and ensure workers remaining at their posts.)

(11) Amendment of the Workmen's Compensation Act.- (The necessity

(12) Amendment of the Payment of Wages Act.- () for various amendments to these Acts was considered and the Central Government is to prepare draft Bills to be circulated to the Provincial Governments incorporating the suggestions accepted at the Conference.)

~~Results of the Discussions~~ Results of the Discussions on the various items were not ~~summarized~~ at the Conference, nor were the decisions arrived at formulated. The information given within brackets against each item on the agenda is, therefore, only for the use of the I.L.O. and not for publication.

Labour Ministers' Meeting with Representatives of
Employers and Workers re. Items on Agenda of 3rd Labour
Ministers' Conference, Calcutta, 2 and 3-1-1942. ✓

As in 1941, preparatory to the holding of the year's Labour Ministers' Conference, the Hon. Sir Firoz Khan ~~Memar~~ Noon, Labour Member, Government of India, met separately on 2 and 3-1-1942 respectively representatives of the Employers' Federation of India and the All-India Organisation of Industrial Employers on the one hand and the All-India Trade Union Congress, Indian Federation of Labour and of the Ahmedabad Textile Labour Association (represented by Mr. Gulzarilal Nanda) on the other, to discuss with them the items on the agenda of the 3rd Labour Ministers' Conference. A brief summary of the views expressed by employers and workers on some of the items is given below:

(1) Sickness Insurance: Views of Employers.- The Employers would be prepared to work an experimental scheme on cautious lines

but ~~insisted~~ insisted that both Government and all workers should contribute along with the employer. A suggestion was made by one employer that he personally would prefer to increase wages at the lower scales to enable workers to make some contribution rather than that they should not contribute. The employers insisted on the principle of contribution, as otherwise the burdens on employers were likely to be further increased as time went on. The employers considered that the tentative scheme should be framed on the lines of that proposed by the Bombay Textile Enquiry Committee, rather than on the lines of the tentative scheme in the Government Memorandum. They considered, however, that the medical and cash benefit side of the scheme should be entirely separate. They were opposed to varying contributions, and they considered that the obligation to pay benefit could not be thrown on the employer, irrespective of the sum that was in the fund, particularly in view of the risk of epidemics. One section of employers also raised the point that, in view of the probable difficulties after the war, further burdens should not now be imposed on industry.

Views of Workers. - Labour representatives agreed that a sickness insurance scheme should have both medical and cash benefits and that no contribution should be payable by the lower paid labour. The Federation put the limit at 50 rupees per month, but would be willing to have only a token payment even from such workmen. All were agreed that there should be a fund and benefits should not be payable by individual employers. The fund may, if necessary, be confined to large industry at the beginning. The proposed duration of benefits - two weeks - was considered very inadequate. The A.I.T.U.C. proposed a minimum of 4 weeks, with a provision for increased benefits proportionate to the period for which contributions were made. The Federation desired the period to be 6 months. Mr. Nanda stressed the fact that if the scheme is to be used to enable correct statistical material to be collected, no limitation of benefit period can be imposed. For this purpose also people going to the ~~maxx~~ ~~mofussil~~ ~~will~~ ~~have~~ ~~to~~ ~~be~~ ~~covered~~ ~~by~~ ~~the~~ ~~scheme~~. Mr. Nanda also stressed that the benefits should not be on a lower scale for the non-contributory labour. He would rather lower, if necessary, the limit below which contributions will not be taken from labour.

The A.I.T.U.C. and Mr. Nanda pointed out that 6 months' qualification should refer to service in an industry as a whole and not in any individual undertaking. The A.I.T.U.C. desired the scheme to be applied to all factories, mines, railway employees not getting sick leave, organised plantations, municipal labour, dock labour and seamen. The control of the scheme should be either with Government or with a joint board of management. The Federation desired the scheme to be applied to the following industries:- (1) Jute and Cotton Textile Industries, (2) Railways, (3) Heavy Engineering (4) Government Ordnance and munition factories and public utility services of local bodies, and (5) Cigarette manufactures and tanneries.

All were agreed that Government should also contribute to the sickness insurance fund. They were opposed to medical certification by doctors appointed by employers. The Federation contested the argument that Provincial Governments were providing adequate medical benefit already.

(2) Night Shift Work: Views of Employers. - Employers would welcome all-India regulation within reasonable limits of such matters as ventilation, lighting, etc. They would be opposed to the other

recommendations of the Bombay Textile Labour Enquiry Committee.

Views of Workers.- Workers considered that regulation should be by Central legislation, that the night shift should be shorter than the day shift and that night shift work should be paid at a higher scale. The Federation considered that a minimum period for night shift was not necessary or desirable for all industries. The A.I.T.U.C. considered that 6 months' period should be imposed. Good lighting, ventilation and adequate dining accommodation and conveyance facilities were considered to be essential. The A.I.T.U.C. however desired that arrangement should be made for a periodical change-over with a maximum period of one month, that notice for closing down should be ~~retained~~ given at least two months prior to closing, and that workers should be retained in employment according to their length of service, those employed later being the first to be discharged. The A.I.T.U.C. considered that no night shift work between the hours of 12 mid-night and 7 a.m. should be allowed. Mr. Nanda thought the hours should be from 11 p.m. to 6 a.m. to enable workpeople to be at their home by mid-night.

Mr. Nanda pointed out that as a result of longer shifts wages of night piece-workers and of day piece-workers had actually gone down possibly due to the fact that machinery under long shifts cannot be properly attended to. The Federation considered that three shifts were preferable to two as this necessarily means that a shift cannot exceed 8 hours.

(3) Work in Air-raid Conditions: Views of Employers.- The employers were strongly opposed to legal compulsion to keep labour at work during air raid conditions, which would not only be difficult to enforce but would have also most undesirable results on the workers' morale. The proper methods to secure attendance of work-people were propaganda and the provision of efficient air-raid precautions. As regards the form of propaganda, some thought that propaganda by Government would be useful, others that it would have no value and that propaganda must be by employers. Propaganda by labour leaders was not mentioned. The intensity of air-raid precautionary blackouts was instanced by the coalfields and other up-country employers as tending to frighten labour and drive them away, particularly because it made difficulties in regard to bazar purchases and increased the fear of goondas (rowdies), but no effective answer was given to the Hon. the Labour Member's remark that it was necessary to get the workers accustomed to blackout conditions as otherwise they would all run away after an air-raid.

Views of Workers.- Workers' representatives agreed that legal compulsion would not be effective and what was necessary was propaganda and the provision of air-raid precautions. One A.I.T.U.C. delegate stated that workers should be encouraged to send away their families and facilities may be afforded for this purpose as the worker at work worries about the safety of his family at home. The Federation complained that workers' organisations were not encouraged, and in some cases were not even permitted, to co-operate, in Air Raid Precautions activities.

(4) Industrial Fatigue: Views of Employers.- In the jute industry some figures had been collected which (if other factors were not taken into account) would show that there was a greater drop in efficiency when hours were increased from 48 to 54 than when they were increased from 54 to 60; but that industry allowed a longer rest interval during the day which probably checked the fall in

production resulting from longer hours. The experience of the engineering industry appears to be that there is a fall in production when longer hours were worked over a long period. All Employers seemed to be agreed that they would prefer double or multiple shifts to longer hours in each shift, provided there was sufficient work for the extra shifts. But the representative of Engineering trades pointed out that the training of extra skilled men for such additional shifts would be likely to cause them considerable labour difficulties after the war. The question of training unskilled labour did not seem to present any difficulties in any industry.

Views of Workers.- The A.I.T.U.C. considered that under Indian conditions the optimum limit of working hours would be even less than 55 or 56 hours week, which is the optimum in Great Britain. It considered unusual the experience referred to in Ordnance factories and desired that it should be further verified. The A.I.T.U.C. stated that lack of statistics made it difficult to describe the position exactly as to whether there are grounds to think that the war-time exemptions from the Factories Act have not achieved the results aimed at - increased production - or whether they have had any deleterious effect on the health of labour. It considered that there is no real lack of skilled labour in India, but desired that more training facilities should be provided, It also desired that arrangements for adequate maintenance of reliable statistics regarding industrial fatigue should be kept. The Federation was in favour of more frequent but smaller intervals of rest, but the A.I.T.U.C. and Mr. Nanda were opposed to this suggestion.

Views were also expressed by both sides on the several points raised in connection with the proposed amendment to the Workmen's Compensation Act and the Payment of Wages Act.

(From papers supplied to this Office by the Labour Department, Government of India, in connection with the 3rd Labour Ministers' Conference.) ✓

Action taken on the Recommendations of the First and Second Labour Ministers' Conference.

The following note summarises the action taken on the recommendations made by the First and Second Sessions of the Labour Ministers' Conference:

First Conference, 1940

- (1) Industrial Housing.- No specific all-India action was required on the part of the Government of India.
- (2) Delegation of powers to Provincial Governments regarding trade unions whose objects are not confined to one Province.- With the consent of the Provincial Governments, the functions in question were entrusted to them with effect from the 1st April, 1941.
- (3) Collection of Statistics concerning Labour and Industry.- The necessary legislation is under consideration in the Commerce Department.
- (4) Night Shift Work.- Some general discussion on this subject took place at the Conference on the basis of a memorandum

prepared by the Government of Bombay and the subject was left over for future consideration. Having regard to the recommendations on the subject contained in the Bombay Textile Labour Enquiry Committee's Report since published, it has been decided to bring the subject before the Third Conference of Labour Ministers for opinion mainly on the question of the necessity for Central Legislation, and if so, on the further questions regarding its scope and certain important details.

- (5) Amendment of the Payment of Wages Act, 1936.- After consulting Provincial Governments as desired, a more comprehensive Memorandum has been prepared for discussion at the Third Conference of Labour Ministers.

First and Second Conference, 1940 and 1941.

- (6) Amendment of section 5 of the Factories Act.- An Act on the subject has been passed by the Central Legislature.
- (7) Holidays with Pay.- In view of the importance of the subject, the Government of India considered that it would be useful to survey the existing practice of granting holidays with pay in factories and to collect full information, before proceeding with legislation. For this purpose they requested Provincial Governments to obtain statistical information with regard to holidays with pay actually granted in factories. The information received had been subjected to statistical scrutiny and it is proposed to place the matter again before the third Conference for opinion on both the questions in the light of the information obtained from Provinces and also on certain points of detail connected therewith.
- (8) Extension of legislation to labour employed in commercial establishments and shops.- A Bill on the subject was introduced in the Legislative Assembly on the 27th October 1941. Further stages of the Bill are proposed to be taken up in the Budget Session of the Indian Legislature.
- (9) Sickness Insurance.- While the statistical enquiry suggested by the Second Conference will take a long time, a tentative scheme has been drawn up in the memorandum for the Third Conference as a basis for discussion at the Conference.
- (10) Amendment of the Trade Disputes Act, 1929.- The necessary legislation is under consideration.
- (11) Recognition of Trade Unions.- The necessary legislation is under consideration.
- (12) Extension of Maternity Benefits to women employed in coal mines.- An Act, which is applicable to women employed in all mines, has been passed by the Central Legislature. Rules to be prescribed under the Act are under preparation.

(From papers sent to this Office by the Labour Department, Government of India, in connection with the 3rd Labour Ministers' Conference.) ✓

Legislation to regulate Child Labour in Inland Waterways and Technical Schools: Government of India considers Ratification of I.L. Convention re. Minimum Age (Industry).

The question of the ratification of the draft convention, fixing the minimum age for admission of children to industrial employment, adopted in 1937, specially in the matter of employment of children in inland waterways in the country, is reported to be engaging the attention of the Central Government. Legislation in connection with the employment of children in technical schools is also under consideration.

Employment in Inland Waterways.- When in April 1938 the Draft Convention re. Minimum Age (Industry) (Revised) was placed before the Central Legislature (vide pages 1 to 2 of our April 1938 report), it was stated that the possibility of ratifying the convention was under examination and that it was decided to ratify it, the necessary legislative proposals would be made in the Central Legislature. Since then the Employment of Children Act, 1938, and the Factories (Amendment) Act, 1940, which have a bearing on the provisions of the draft convention have been passed.

The Employment of Children Act, 1938, gives partial effect to Article 7 (3) of the Convention, as sec. 3 (2) of the Act requires that no child who has not completed his 15th year, shall be employed or permitted to work in any occupation involving the handling of goods within the limits of any port to which for the time being any of the provisions of the Indian Ports Act, 1908, are applicable. As the draft convention is applicable also to the inland waterways which do not come within the scope of Section 3 (2) of the Employment of Children Act, 1938, the Government of India is now considering the necessary legislation for the purpose.

The Central Government has, it is understood, invited the views of the Provincial Governments as to the desirability of undertaking legislation to satisfy the requirements of the Convention as far as it is applicable to inland waterways in India.

Work in Technical Schools.- In order to bring the position in India in conformity with the requirements of Article 3 of the Convention, the Government of India has inquired of Provincial Governments whether the work done by children in technical schools is approved and supervised by public authority or not, and if not, whether the Provincial Governments have any objection to take necessary steps in this connexion to enable the ratification of the draft convention by India.

Ratification of the Convention.- The Central Government proposes to ratify the draft convention if the Provincial Governments already satisfy, or if they have no objection to take necessary action to satisfy the abovementioned provisions of the Convention.

(November 1941 issue of Labour Gazette,
Bombay.) ✓

Hours of Work and Weekly Rest.

Application of Punjab Trade Employees' Act to Delhi Province:
Delhi Municipality supports Proposal. ✓

Reference was made at page 4 of our July 1941 report to the proposal of the Delhi Provincial Administration to extend to the Province the Punjab Trade Employees Act, 1940, or a similar statute from another Province. On 14-1-1942, the Delhi Municipal Committee resolved to ask the local Government to enforce the Punjab Trade Employees Act in Delhi with the amendments that (1) the age-limit of an employee should be 12 years, instead of 14 years, (2) 'closure' would mean the closing of premises for business transactions and 15 minutes would be allowed to serve a customer who was already in the shop at ~~the~~ closing time; and (3) medical leave on half pay would be granted up to one month.

(The Statesman, 15-1-1942). ✓

Improving Cost of Living Indices:
Conference convened by Government of India, New Delhi, 28-1-1942. ✓

A Conference of representatives of Provincial Governments (except those of the North-West Frontier Province and Orissa) and of economic and statistical experts was held under the auspices of the Labour Department of the Government of India at New Delhi on 28-1-1942, Mr. H.C. Prior, Secretary to the Government of India, Department of Labour) presiding, to consider the methods of improving cost of living indices in the country. A brief summary of the proceedings is given below:

Discussions on Need for Uniform Indices.- Representatives of provinces other than Bombay, Bengal and Madras agreed to the preparation of indices on an uniform basis, and further that, if in consequence it became necessary to alter or discontinue the existing indices maintained at some places, the Provincial Governments would be prepared to do so in the interests of having indices worked on a uniform basis. The representatives of Bombay and Madras stated that their existing indices being based on detailed family budget enquiries were reliable and were considered to be so by the interests concerned. Various wage agreements had already been based on these indices and any lack of continuity in those figures would be embarrassing; as also would be the publication of two different series of indices for the same place. The representative for Bengal stated that their present enquiries were more comprehensive and accurate than those contemplated in the tentative scheme and than those used in the Bombay and Madras schemes. Bengal would like to adhere to their own enquiries but would make available all the material which a central scheme would envisage.

Conclusions.- After considerable discussion, the Conference reached the following conclusions:-

(1) It is advisable to ensure uniformity of technique in the compilation of cost of living index numbers in the various Provinces.

(2) The proposal to prepare index figures on a uniform basis throughout India should therefore be proceeded with; but it was agreed that the new indices for Bombay and Madras would not be published or used in any way until the Governments of those Provinces agreed to their use.

(3) In the family budget enquiries that may be undertaken and in the collection of price data, the Central Government should, where the Provinces so desire, rely on Provincial staff but should maintain a co-ordinating and directing machinery.

(4) The details of the manner in which the index figures should be compiled would be decided by a Committee of Experts consisting of representatives of all Provinces who wished to be represented and such other experts as might be selected by the Government of India.

Note.- In the afternoon a preliminary meeting of experts was held to discuss methods of preparing indices.

(5) As regards expenses, the Government of India would contribute what had been promised in its circular letter on the need for improving cost of living indices to the Provinces (No. L1805 dated the 25th of October 1941), and Bombay and Madras representatives agreed to meet 50% of the provincial cost of preparing the new indices.

(6) As the preparation of uniform cost of living indices is likely to take some time, the question of compiling co-ordinated regional index numbers of retail prices of selected articles should be taken up with the Provinces as early as possible, as this might be of some value in wage disputes.

(From papers sent to this Office by the Labour Department, Government of India, in connection with the 3rd Labour Ministers' Conference.) ✓

Bonus for Berhampore Municipal Employees.

The Calcutta Gazette (Part I dated 15-1-1942, page 95) publishes the draft of certain rules proposed by the Berhampore Municipality (Murshidabad District) to grant a bonus to the menials employed in its water works. The rules empower the Municipal Commissioners to grant at their discretion at the close of every financial year to the menials, on approved service extending for not less than two years, bonus at the rate of one anna per rupee of salary drawn by each of such menials during such financial year, provided that no such menials shall be entitled to any bonus for any particular year unless they are actually in service in the waterworks at the close of such year.

"menials" include drivers, assistant drivers, special oilers, oilers, khalagis, valvemmen, mistries, mechanics, fitters, turners, filter-attendants, chlorine-operators, black-smiths, hammermen and others employed in the municipal waterworks who do not contribute to the Municipal Provident Fund. ✓

Minimum Wages for Agricultural Workers in certain Areas of Travancore State: Terms of Collective Agreement. ✓

Consequent on a labour dispute between agricultural workers in the low-lying paddy cultivation areas of Travancore State and agricultural employers on the question of wages, the following agreement was reached in the last week of January 1942 through Government mediation:

Adult male workers are to be paid 9 chakrams per day (about 5 annas: 1 anna = $1\frac{3}{4}$ chakrams (Travancore coin)); adult female workers 7 chakrams per day (about 4 annas); and adolescent workers 5 chakrams (about 3 annas). The hours of work were also fixed from 8 a.m. to 5 p.m., with an interval of one hour.

(The Hindu, 31-1-1942.) ✓

14

Industrial Disputes

Industrial Disputes in British India during the quarter
ending 31-3-1941 ✓

According to a Press Note on industrial disputes in British India during the quarter ending 31-3-1941, recently issued by the Department of Labour, Government of India, the total number of strikes during the period was 71 involving 25,945 workers and entailing a loss of 185,506 working days, as against 62 disputes involving 27,967 workers and entailing a loss of 243,698 working days in the last quarter of 1940.

Provincial Distribution.- During the period under review, there were 25 disputes in Bombay involving 14,096 workers and entailing a loss of 53,881 working days. Next come Bengal with 14 disputes involving 3,724 workers and entailing a loss of 17,052 working days; Madras with 11 disputes involving 2,467 workers and entailing a loss of 27,871 working days; the Punjab with 10 disputes involving 791 workers and entailing a loss of 4,779 working days; the United Provinces with 8 disputes involving 1,645 workers and entailing a loss of 4,327 working days; Bihar with 3 disputes involving 3,074 workers and entailing a loss of 75,306 working days and the Central Provinces and Berar, and Sind with 1 dispute each involving 60 and 88 workers and entailing losses of 1,674 and 616 working days respectively.

Classification by Industries.- Classified according to industries, there were 41 disputes in cotton, woollen and silk mills involving 101,000 workers and entailing a loss of 37,362 working days; 6 engineering workshops involving 3,548 workers and entailing a loss of 71,378 working days; and 1 each in jute mills and mines involving 1,018 workers and entailing losses of 112 and 7,890 working days respectively. In all other industries together, there were 33 disputes involving 25,945 workers and entailing a loss of 68,772 working days; there were no disputes in the railways, including railway workshops.

Causes and Results of Strikes.- Of the 71 strikes, 44 were due to questions of wages, 12 to those of personnel, 2 to disputes about leave and hours and 13 to other causes. In 13 disputes the workers were fully successful; in 23 partially successful and in 35 unsuccessful. 3 disputes were in progress on 31-3-1941. ✓

Curb on Strikes and Lock-outs:
Action under Defence of India Rules. ✓

In exercise of the powers conferred by section 2 of the Defence of India Act, 1939, the Government of India has on 21-1-1942 gazetted an amendment to the Defence of India Rules so as to add a provision to curb industrial strikes and lockouts. The new section (81-A) is as follows:

"81A. Avoidance of strikes and lock-outs.-(1) If in the opinion of the Central Government it is necessary or expedient so to do for the purpose of ensuring the defence of British India, the public safety, the maintenance of public order or the efficient prosecution of war, or for the purpose of maintaining supplies and services essential to the life of the community, the Central Government may, by general or special order, applying

generally or to any specific area, and to any undertaking or class of undertakings, make provision for all or any of the following matters, namely:-

- (a) prohibiting, subject to the provisions of the order, a strike or lock-out in connection with any trade dispute;
- (b) referring or authorizing the Provincial Government to refer, any trade dispute for conciliation or adjudication in the manner provided in the order;
- (c) requiring employers to observe such terms and conditions of employment as may be determined in accordance with the order to be, or to be not less favourable than, those existing in their respective undertakings at any time within three months preceding the date of the order;

any such order may contain such incidental and supplementary provisions as appear to Central Government to be necessary or expedient for the purposes of the order.

(2) Unless any such order makes express provision to the contrary, nothing therein shall affect the power to refer any trade dispute or matters connected therewith for report or settlement under the Trade Disputes Act, 1929 (VII of 1929).

(3) Nothing in the Arbitration Act, 1940 (X of 1940), shall apply to any proceedings under any such order.

(4) If any person contravenes any of the provisions of this rule, he shall be punishable with imprisonment for a term which may extend to three years or with fine or with both.

(5) In this rule, the expression "undertaking" means any undertaking by way of trade or business, and the expression "employer", "lock-out", "strike", and "trade dispute" have the meaning respectively assigned to them in Section 2 of the Trade Disputes Act, 1929 (VII of 1929)."

(Notification No. 1204-SM/42 dated 21-1-1942: The Gazette of India Extraordinary, dated 21-1-1941, page 143.) ✓

In a Press Note issued by the Government of India on the addition of Section 81-A to the Defence of India Rules, it is explained that this step has been considered necessary as the number of disputes during the last two years in industry was affecting a large number of workers, involving unnecessary loss to them and reduction in essential war production. In many cases strikes were soon terminated after the conciliation machinery had been put in motion, and it is felt that if sufficient time is allowed for such machinery to function, strikes can be avoided with consequent benefit to industry, the workers employed therein and the country in general. The new rule gives authority to the Central Government to make general or special orders and these can be made to suit local requirements and this would enable the Government to issue orders providing, for instance, that no strike or lock-out shall be

egal unless reasonable notice has been given, during the period of conciliation or adjudication and also during some period following adjudication. Under the existing Trade Disputes Act, fourteen days' notice is already required in the case of public utility services and orders can also be passed requiring employers not to worsen the terms and conditions of employment. The existing machinery under the Trade Disputes Act, 1929, is left unaffected by the amendment. + ✓

Industrial Disputes in British India during the Quarter ending 30-6-1941. + ✓

According to a Press Note on industrial disputes in British India during the quarter ending 30-6-1941, recently issued by the Department of Labour, Government of India, the total number of disputes during the period was 121 involving 64,475 workers and entailing a loss of 1,225,240 working days, as against 71 disputes involving 25,945 workers and entailing a loss of 185,506 working days in the first quarter of 1941.

Provincial Distribution.- During the period under review, there were 52 disputes in Bombay involving 21,451 workers and entailing a loss of 224,653 working days. Next come the Punjab with 28 disputes involving 4,055 workers and entailing a loss of 64,718 working days; Bengal with 18 disputes involving 12,808 workers and entailing a loss of 102,101 working days; the Central Provinces and Berar with 6 disputes involving 21,183 workers and entailing a loss of 808,313 working days; the United Provinces with 5 disputes involving 685 workers and entailing a loss of 2,314 working days; Assam with 4 disputes involving 1,679 workers and entailing a loss of 3,973 working days; Madras and Sind with 3 disputes each involving 589 and 312 workers and entailing losses of 13,148 and 2,698 working days respectively; and Bihar with 2 disputes involving 1,713 workers and entailing a loss of 3,322 working days.

Classification by Industries.- Classified according to industries, there were 52 disputes in cotton, woollen and silk mills involving 57,871 workers and entailing a loss of 955,971 working days; 8 in engineering workshops involving 1,138 workers and entailing a loss of 12,520 working days; 3 in jute mills involving 9,429 workers and entailing a loss of 87,929 working days; and 1 each in railways (including railway workshops) and mines involving 400 and 213 workers and entailing losses of 1,600 and 322 working days respectively. In all other industries together, there were 56 disputes involving 15,424 workers and entailing a loss of 166,898 working days.

Causes and Results of Strikes.- Of the 121 strikes, 67 were due to questions of wages, 15 to those of personnel, 7 to disputes about leave and hours, and 32 to other causes. In 27 disputes the workers were fully successful; in 35 partially successful and in 59 unsuccessful. 8 disputes were in progress on 30-6-1941. + ✓

17

Appointment of Labour Commissioner
in C.P. ✓

Accepting the recommendation of the Textile Labour Inquiry Committee which was presided over by Mr. Jayaratnam, I.C.S., the C.P. Government has appointed Mr. D.V. Rege, I.C.S., Registrar of Co-operative Societies, as Labour Commissioner for the province, in addition to his own duties. Mr. Rege will be assisted by Mr. R.D. Gour, who has been appointed Labour Officer. The question of strengthening the Labour Office on the technical and statistical side is still under consideration.

(The Statesman, 20-1-1942.) + ✓

Nagpur Textile Dispute. + ✓

Reference was made at pages 6 to 7 of our December 1941 report to the decisions of the Government of the Central Provinces and Berar and the recommendations of the C.P. and Berar Textile Labour Enquiry Committee and to the acceptance by most of the millowners of the decisions. The workers began to complain very soon that effect was not being given to these decisions by the employers and gave notice of a general strike to be started on 26-1-1942. A warning that Government does not intend to tolerate any hampering of production of textiles was issued on 17-1-1942 by the C.P. Government in a Press Note; it was also pointed out that "Government proposes to use its powers under the Defence of India Act and Rules to prevent avoidable stoppage of work in the textile industry in the province. Complaints or claims by any interest or party must first be laid before responsible officers of Government appointed for the purpose and they must have the required time to ensure a fair and peaceful settlement of the dispute before any party can be allowed to resort to action which may have the effect of stoppage of work."

On 25-1-1942 the Chief Secretary to the Government of the Central Provinces and the newly appointed Labour Commissioner of the province, Mr. Rege, met Mr. R.S. Ruikar, President, Textile Workers' Union and also of the Council of Action set up by the workers to conduct the strike. As a result of the meeting, Mr. Ruikar agreed to postpone the strike by a fortnight to give time to the Provincial Government to settle the grievances of the workers.

The Council of Action has protested against the Government's Press note threatening the use of the Defence of India Act in purely industrial disputes, as constituting a grave attack on the civil liberties of the workers and as tantamount to the adoption of fascist methods for suppression of workers' strikes.

(The Amrita Bazar Patrika, 18, 19 and
27-1-1942 and Hindustan Times, 18-1-1942.) + ✓

Rules regarding Leave, etc. for Municipal Employees in C.P. ✓

The Municipalities in the C.P. and Berar are beginning to adopt bye-laws relating to the leave facilities granted to their employees. The bye-laws recently adopted by the Notified Area Committee, Ballarpur, for example, make the following provisions:

Privilege Leave.- The amount of privilege leave earned by a notified area servant is one-eleventh part of the time during which he has been on duty without interruption, provided that no privilege leave can be earned by a person by duty performed while three months' such leave is due to him and that, whenever duty is interrupted, all claim to privilege leave earned theretofore is forfeited. The amount of privilege leave admissible at one time is limited to three months. Privilege leave is granted on full salary, except in the case of employees serving ~~in~~ in vacation departments.

Maternity Leave.- The president or vice-president of the notified area committee may grant maternity leave on fully pay for two weeks before the expected date of confinement and four weeks thereafter to any female sweeper holding a substantive appointment. The leave granted to a female sweeper who has not put in continuous active service for a period of six months prior to the date of her proceeding on leave shall be without pay.

Leave on Medical Certificate.- Leave on medical certificate may be granted for two and half years in all, but not more than one and half years at a time.

Casual Leave.- The notified area committee may grant casual leave of absence on account of sickness or urgent private affairs to any employee at any time for such period as it thinks fit, but not exceeding ten days in one calendar year. In exceptional circumstances, this period may be extended to fifteen days at the discretion of the president.

Extraordinary Leave.- Extraordinary leave may be granted to any servant in special circumstances - (a) when no other leave is by rule admissible, or (b) when other leave is admissible, but the notified area servant concerned applies in writing for the grant of extraordinary leave. Except in the case of an officer in permanent employ, the duration of extraordinary leave shall not exceed three months on any one occasion.

Conditions of Service.- All first appointments to service (other than menial service) under the notified area committee shall be on probation, and no person shall be confirmed in his first appointment until he has satisfied the president by probationary service for such period, not being less than six months, that he is fully qualified to hold such appointment.

Suspension, Dismissal, etc.- Any servant of the notified area committee, other than those whose appointment has been sanctioned by the Provincial Government may, for reasons to be recorded in writing, be fined, suspended, reduced, discharged, removed or dismissed provided that - (1) no fine shall be imposed upon any servant other than a menial servant and in no case shall a fine exceed one week's salary; (2) no notified area servant shall be removed or dismissed otherwise than on proof of dishonesty, repeated neglect or disobedience of orders,

19

continued inefficiency or any of any other circumstances by reasons of which the notified area committee is of opinion that his retention in service would be detrimental to the efficient administration of the notified area committee. No order of dismissal or removal or reduction shall be passed (other than an order based on facts which have led to his conviction in a criminal court) unless he has been informed in writing of the grounds on which it is proposed to take the above action and has been afforded an adequate opportunity of defending himself.

Age of Retirement.- No servant of the notified area committee may be retained in service after he attains the age of 55 years.

(Notification No. 311-93-M-XIII: dated 13-1-1942. The C.P. and Berar Gazette, Part III, dated 16-1-1942, pages 105 to 106.)

Other Municipalities and Local Boards in the Central Provinces and Berar are adopting identical Rules to regulate conditions of work of their respective employees. ✓

Holidays with Pay for Jute Mill Workers:
6 days in the year from 1-1-1942. ✓

The Committee of the Indian Jute Mills Association, Calcutta, has recommended to its members that, with effect from 1-1-1942, holidays with pay for 6 days be given in a year for the labour force in the jute mills in Bengal. The holiday payment will be made in respect of certain important festivals named by the Association. All manual workers, whether employed on a daily or monthly rate of pay or working on piece rates, will be eligible for the benefit. The payment will be made to all those workers, permanent or budlis (substitutes), irrespective of the length of service, who were working in the mill on the working day previous to the holiday in respect of which payment is to be made. With regard to permanent workers who might be absent on that day, no payment will be made except to those who, with the consent of the management, were off work for reasons of sickness. In the case of fixed daily or monthly rates of pay, calculations of the benefit will present no difficulty. In regard to piece workers, the average daily rate of the week's earnings previous to that in which the holiday occurs will be taken to determine the rate of benefit. The amount will be added to the usual wages of the worker and paid at the usual time of payment.

It is understood that the Local Government has been approached with a view to obtain permission, under the Payment of Wages Act, to treat the holiday payment concession as an amenity and not as "wages".

(The Industrial Bulletin of the Employers' Federation of India, Bombay, dated 19-1-1942.) ✓

Control of Soap Factories in Municipal Areas in C.P. ✓

The municipalities in the Central Provinces are taking action to license and control soap-houses and factories in the various municipal areas in order to ensure public health.

(The C.P. and Berar Gazette, Part III, pages 114 to 115.)+

Control of Bidi Factories in Nagpur Municipal Area ✓

The Government of C.P. and Berar has gazetted draft bye-laws to license and control bidi factories within the municipal limits of Nagpur. Conditions of license include stipulations regarding sanitary arrangements, condition of flooring, walls, etc., of the factories, cleanliness of workers, etc.

(The C.P. and Berar Gazette, Part III, dated 16-1-1942, pages 110 to 111).

(In this connection attention may be drawn to the Bidi Industry Committee's Report and Recommendations issued recently; a summary of these was given at pages 20 to 23 of our November 1941 report.)+ ✓

Curtailement of Welfare Activities in Asansol. ✓

It is understood that the Asansol Mines Board of Health has under consideration a proposal to abolish by way of retrenchment many labour welfare activities which they have been maintaining for the last several years. A proposal is on foot to do away with the departments which dealt with the prevention and treatment of diseases like cholera, malaria, leprosy, etc., among the labourers in the coal-mines area. The public is understood to have protested against the curtailment of such activities.

(The Amrita Bazar Patrika, 19-1-1942.)+ ✓

International Sugar Agreement:
Central Sugar Advisory Board against Renewal by India. ✓

At the first meeting of the Central Sugar Advisory Board held in New Delhi on 29-1-1942, with Sir Ramaswami Mudaliar, Commerce Minister, Government of India, in the chair, it is understood that the question of extension of the International Sugar Agreement expiring in August 1942 was considered and ~~the~~ the general view was against the continuance of such agreements.

It was felt that conditions were so fluid and uncertain during the period of the war that no such commitments should be entered into, and that, after the war, the Government of India would be in a better position to take all circumstances into consideration and enter into such agreements either with reference to sugar or any other commodity or manufactured article.

Licensing of New Factories. - With reference to the licensing of new factories, it was made clear that the system of licensing by Provincial and State Governments did not in itself involve any restriction of the growth of new factories, but a rationalisation by the units concerned of the location of the industry. The preliminary views of the members of the Board were ascertained, and the subject was left over for further consideration at the next meeting.

The meeting was attended by representatives of ~~the~~ Madras, Orissa, Bengal, Bihar, United Provinces and the Punjab Governments and representatives of Mysore, Bhopal, Rampur, Kapurthala, Hyderabad and Phaltna States.

(The Hindu, 30-1-1942.)

Indian public opinion has expressed itself strongly against the International Sugar Agreement. The following are extracts from an editorial article published in the Hindu dated 8-1-1942:

The Agreement under which India has undertaken not to export any sugar by sea to other countries, has acted like a millstone round the neck of the Indian sugar producer. Its adverse effects on the indigenous industry, especially after the outbreak of war, have been explorable. Not only those who invested money in the sugar factories, but also the sugarcane-growers, have been hit hard by the toppling down of the sugar prices as a result of foreign competition in the external markets and the absence of external markets..... The usefulness of that Agreement to India is at best doubtful, while the handicap it imposes is real. The freedom to expand is essential not only to secure immediate relief, but also to consolidate the industry. ✓

5th Session of Indian Statistical
Conference, Baroda, January 1942. ✓

The 5th session of the Indian Statistical Conference was held at Baroda in the first week of January 1942, under the presidency of

Sir T. Vijayaraghavacharya.

In his speech inaugurating the Conference, the Maharaja of Baroda said that in modern times statistics had come more to the front owing to the enlargement of the functions of the Government. Dealing with conditions in India, he said: "We require more accurate and fuller information regarding production by industry, internal and external trade and the yield and movement of capital with a view to planning out a policy of industrialisation. To re-plan agriculture, we should have more complete statistics of crops and subsidiary industries. The post-war reconstruction of our economic life will require the collection of data of varied types, and in that task the services of a body like yours will be of great help."

Sir T. Vijayaraghavacharya, in his presidential address, pointed out that there was nothing mysterious or technical in this matter of the application of statistical principles to economic inquiries, and cited the example of the Ajmer-Merwara survey of some 706 inhabited villages by the new method. He also discussed at some length the great role played by statistics in the drawing up of crop forecasts and the annual valuation of crops. He regretted the lack of qualified staff primarily concerned with the collection of village statistics and the difficulties encountered in bringing about improvements in the machinery detailed for the purpose.

Work of Indian Statistical Institute. - Prof. P.C. Mahalanobis, General Secretary of the Indian Statistical Institute, gave his annual review of the work of the Institute. The following are the main points brought out: -

The Statistical Laboratory acts as an all-India clearing house for statistical enquiries of all kinds which involve a great deal of laborious and prosaic, but useful, work in connection with agricultural field experiments, medical and public health studies, labour enquiries and various economic questions. The great advantages of sample surveys (the Institute has been taking special interest in developing the theory and technique of such surveys) have been pointed out in previous reviews. ~~The~~ A brief account of two or three of the more important lines of enquiry may be of general interest. The sample census of Jute in Bengal (undertaken by the Institute) conclusively establishes the possibility of using the sample survey on a large scale and at an expenditure commensurate with the utility of the results. Besides the ~~good-progress~~ Jute Census Scheme, the Institute has also made good progress with projects for improving the estimate of yield per acre of jute and paddy in Bengal, and wheat and sugarcane in the United Provinces. Work has been proceeding smoothly on the comprehensive enquiry relating to family budgets and other labour questions of Bengal which was started in 1940. A special effort is being made in this connection to standardise price quotations, so as to enable valid comparisons being made between the levels of living in different places at the same time, or at the same place at different periods of time. It is admittedly a difficult task, but considerable progress has been made.

The correct assessment of public opinion and public preference is a question of the greatest importance for the future of human civilisation. It is out of the question to try to ascertain the opinion of every single individual, and a sample survey offers the only possible line of advance. The Institute carried out several sample surveys among middle class Indian

families living in Calcutta. It has worked with a large variety of questions - political, social, religious and cultural - such as cinema versus radio, preferences in music, interests in astrology and palmistry and social questions. Education definitely fosters more liberal views and the proportion prepared to support unorthodox practices rises steadily from among non-matrices to undergraduates and graduates.

(The Times of India, 5-1-1942 and the Hindu 5-1-1942.)

Joint Session of Indian Economic and Indian Political
Science Conference, Bombay, 31-12-1941 to
31-1-1942.

The joint session of the Indian Economic Conference (Silver Jubilee session) and the Indian Political Conference (4th annual session) was held at Bombay from 31-12-1941 to 3-1-1942. Dr. J.P. Triyogi, University Professor of Economics, Calcutta, and Dr. V.S. Ram, Professor of Political Science, Lucknow University, presided over the two Conferences.

Sir P. Thakurdas's Inaugural Address. - In his address inaugurating the joint session, Sir P. Thakurdas, leading Indian businessman and economist, pointed out that but for the heroic resistance put up by Great Britain and the U.S.S.R., with material help from the U.S.A., the end of Democracy and of all those ways of life which constitute civilisation would have been seen. There were many, he said, who were thinking of post-war conditions and how the world can settle down after the war, without the grave shocks which characterised the period after 1918. It was recognised that India could not reconcile herself after the war to the subordinate status of a mere dependency in the British Empire. Until, therefore, this one question was definitely settled, the work of economic regeneration in India could not be envisaged with anything approaching either clarity of thought or finality of results. Sir Purushotamas criticised the industrial policy of Government and remarked that the pace of industrial production in India since the war broke out should be regarded more as a matter for admiration than for criticism, and if the productive

capacity of India did not come up to what her natural resources warranted, the blame must be sought in other quarters than in India; in any case not in the capacity and talent of the Indian, either the industrialist or the workman, to produce more. The result had not been by any means satisfactory in spite of the experience of the last war. It would not be satisfactory until India was allowed to manage her own affairs and Indian Ministers responsible to the Legislature were in charge of Commerce, Communications (including railways), and Finance Departments, at present cannot but be accepted without dissent.

Dr. J.P. Niyogi's Presidential Address.- In his presidential ~~speech~~ ^{address}, Dr. Niyogi stressed the need for an intensive study of analytical economics at the post-graduate stage in Indian Universities. Emphasising the value of co-operation between academic economics and industrialists and financiers, he suggested the establishment of provincial institutes of economic research. While emphasising the importance of analytical and qualitative thinking as an aid to practical policy, he ~~also~~ pointed out that there was a good deal of force in the contention "that there is a great paucity of statistical material in India, and that economists, politicians and administrators are often handicapped in their work due to such paucity". He said: "We have as yet no definite information as to the income of the ryot, his family budget and cost of living, survey of cottage industries or medium-size industries for the country as a whole, a census of production, the index of cost of living for areas other than urban, and the burden of taxation on different income groups. Quantitative analysis in these various fields must necessarily wait upon the gathering of relevant data." Analytical and statistical studies, the speaker said, could only yield ~~maximum~~ results, if contact was established between academic economists and industrialists, bankers and financiers, having knowledge of practical affairs. Too often these two classes of workers move in different worlds, there is an absence of that co-operation, discussion and friendly contact which is essential in the larger interest of the community as a whole. The establishment of the School of Business Administration as a part of the London School of Economics by ~~the~~ businessmen who provided the necessary financial support, and of the Oxford School of Business Research by Lord Nuffield were striking instances of the realisation of the idea of such co-operation between business and academic Economics. He suggested that each of the major provinces in British India should take upon itself the task of establishing a Provincial Institute of Economic Research.

Dr. V.S. Ram's Presidential Address.- The main theme of Dr. Ram's presidential address was that only by the establishment of an efficient organisation capable of upholding the law of nations can civilisation stand up against the ever advancing machinery of modern scientific warfare. The alternatives are world empire achieved by conquest, or some form of association, such as world federation, achieved by consent. All the lessons of human experience, especially of the League of Nations, point towards the necessity of an international organisation, which would reserve to itself the monopoly of the use of force and forbid any nation the right to use force for its own purposes. There is no alternative to the federation of all nations except endless war. No substitute for the Federation of the World can organise the international community on the basis of freedom and permanent peace. No nation should be

cluded from membership of the Federation of the World, that is willing to suppress its military, naval and air forces, retaining only constabulary sufficient to police its territory and to maintain order within its jurisdiction, provided that the eligible voters of that nation are permitted the free expression of their opinions at the polls.

(The Times of India and the Hindu, 1-1-1942.) ✓

Plea for Industrialisation of India:
Sir M. Visvesvaraya's 5-year plan costing Rs.10,000 millions. ✓

A strong plea that a programme of industrial development involving an expenditure of Rs. 10,000 millions or more in the next five years should be organised in this country was made by Sir M. Visvesvaraya, addressing a meeting of the Central Committee of the All-India Manufacturers Organisation at Bombay on 11-1-1942. He said: 'Nations are prosperous or the reverse according to the degree of attention they give to occupations connected with industries and commerce. In India, however, wherever attention is drawn to production, prominence is given to the products of agriculture, and industries are relegated to the background. This is opposed to the policies and practice pursued in western countries and in Japan, and is the chief cause of the low productive power and poverty of India'. Sir M. Visvesvaraya ~~scolded how Australia and Canada~~ had expanded their industries and built up a sturdy economic life in this war, and examined the schemes of the Government of India. He discussed the work of the Board of Scientific and Industrial Research and the Research Utilisation Committee and said; 'The public welcome research, but without any active policy of industrial development associated with it, more research looks like diagnosing the disease, without any intention of applying a remedy to the ~~patient~~ patient.' He pointed out that India is backward industrially on account of the practice of Government making purchases of machinery and plant from abroad and thereby depriving the business communities of this country of their rightful opportunities of gaining profit and practice in the manufacture of heavy capital goods, and also the labour population of acquiring skill and securing profitable employment. Concluding, he maintained that the least burdensome course to promote industrial life speedily is to ask each provincial Government to take up one or two heavy industries best suited to local conditions and hold that Government responsible for starting work on them within about 18 months' time.

(The Times of India, 13-1-1942.) ✓

Utilisation of Idle Money for Long-term Industrial
Undertakings: Plea by retiring President of Indian
Merchants' Chamber, Bombay. ✓

Mr. M.C. Ghia, retiring President of the Indian Merchants' Chamber, Bombay, in the course of his speech at the annual general meeting of the Chamber held on 29-1-1942, put forward the suggestion that the Government should take a direct hand in initiating the

employment of moneys "going to cold storage" in long term industrial undertakings. He pointed out that deposits made by the public with scheduled banks had increased by over Rs. 950 millions since the beginning of the war and that thus there was a plethora of funds awaiting remunerative investment. He advocated a planned programme to utilise all this idle money.

(The Hindu, 30-1-1942.) ✓

Indian Workers in Ceylon:
Wage Increase and War Bonus under consideration. ✓

According to the Special New Delhi Correspondent of the Statesman, it is understood that the Ceylon Government will shortly revise the minimum wage paid to Indian labourers in that colony and that, in addition to an increase in the basic wage, there will also be granted war bonus linked with the price index. The scheme will benefit 79,000 labourers on the tea and rubber estates.

New Family Budget Enquiry Instituted.- The existing basis of wages as fixed on the calculations made in 1926 by Mr. Ranganathan regarding the family budget of Indian labourers. The Government of India have been asking for a revision of the budget on the grounds that there has been a change in price levels and also in the mode of living of labourers, and that wages should be fixed according to modern ideas of the standard of living. As a result of this representation, it has been decided by the Ceylon Government to make a fresh inquiry into the question of the family budget and to entrust the inquiry to an officer of the Government, Mr. Rajnayagam, Deputy Controller of Labour.

The total number of Indian workers on tea and rubber estates in Ceylon in 1939 was 205,134 men, 191,651 women and 62,744 children. This population was distributed as follows: 377,000 on up-country estates, 173,000 on mid-country, and 129,000 on low-country estates. Mr. Rajnayagam worked on the sampling method and took into account family budgets of 516 representing 0.3 per cent. of the total number of families. The families selected were 227 from up-country, 169 mid-country and 120 from low-country. The 516 families consisted of 1,464 persons of whom 1,511 were earners and the rest non-earning dependents.

Results of the Inquiry.- The inquiry revealed that the average number of working days per month was 24 for a male worker, 20 for a female and 22 for a child worker. A vast majority of families were found to contain two or three earning members per family. The total income per equivalent male is Rs. 12.43 per month in up-country, Rs. 11.87 in mid-country and Rs. 10.47 in low-country, giving an average for the whole area of Rs. 11.90. The average income of a family from wages and subsidiary sources is worked out at Rs. 36.30. The total expenditure worked out by Mr. Rajnayagam per equivalent male is Rs. 10.56 in up-country, Rs. 10.19 in mid-country, and Rs. 8.94 in low-country. He is satisfied that from the point of view of nutrition the Indian labourer's food is satisfactory. The result of Mr. Rajnayagam's inquiry has been subjected to a critical analysis by representatives of Indian labour in Ceylon and by the Government of India, and it is understood that a case for over five per cent. increase in the basic wage has been established. The present minimum wage of 54 cents per adult may thus be increased to 57 or 58 cents and, besides, the war bonus which has been in operation since March 1940 may be increased and linked to the price index..

(The Statesman, 28-1-1942.) ✓

Rural Development Problems in Bombay:
Governor's Speech Inaugurating the Meeting of the Provincial
Rural Development Board.

The Governor of Bombay, in inaugurating the meeting of the Provincial Rural Development Board, held at Bombay on 6-1-1942, referred to the more important of the rural problems of the province; a brief summary of the main points made out by the Governor is given below:-

Importance of Rural Development.- Almost nine-tenths of the population of Bombay Province is rural. The Indian village has withstood many shocks over the past five thousand years, and is perhaps better prepared for times of stress than similar units in more highly organised countries. But it is imperative that what can be done should be done, so as to give the villager the knowledge and the means to resist in the most effective manner whatever misfortunes time may bring. There has been no lack of enquiry into rural problems during the last half century by agencies of all description, official and non-official, amateur and professional. It is the view of the Government that all who have the welfare of the countryside at heart have useful and important roles to play, and that the maximum effort can be achieved by the organised co-operation of all agencies. This need for co-operation is the reason and the justification for a Provincial Rural Development Board.

The Board includes the heads of departments concerned with the improvement of village conditions, representatives of co-operative organisations and district rural development boards, and a number of non-official gentlemen who have already done much work for the benefit of the villager.

Transport Problems.- The problems which face the farmer are at all times difficult, but they are greater than ever to-day, and may well grow worse. Unprecedented transport difficulties exist at the present time. Defence and Supply requirements must get priority on the railways, so that there is an extreme shortage of wagons for moving agricultural produce. This position cannot be greatly remedied by road transport, as the war situation has made it necessary to ration petrol severely. Already difficulty is experienced in bringing gur and cotton to Bombay, and similar difficulties must be anticipated in the case of other commodities. The problem of transport is not wholly within the control of the Provincial Government. It would be foolish not to recognise that graver difficulties for the rural producer lie ahead. India has got to be prepared for a long war, and the long term view may point to the need for far-reaching adjustments in agricultural and village economy.

Post-War Problems.- Nor must one expect a return to normal life after the war. Many of the changes which the war will bring about may become permanent. In any event, trade and traffic dislocation will persist for a long time, and the need will arise for a co-ordinated plan of reconstruction. It is not too soon to begin, at once, a study of post-war problems. One has only to consider the problems which must result from the demobilization of the Army, and the sudden cessation of war industries, to get an idea of their extent and complexity.

(Press communiqué No. 15, dated 6-1-1942 of the Director of Information, Bombay.) ✓

Cotton Fund Ordinance, 1942:

Creation of Fund to help Cotton Grower. ✓

On 29-1-1942, the Governor-General promulgated an Ordinance to enable a fund to be established for financing measures for the benefit of the growers of cotton; it is pointed out that help has to be given to the growers of certain types of cotton which were exported in large quantities to the Far East before the outbreak of the present war with Japan. The ordinance provides for the levy, in addition to "any duty of customs imposed by or under any enactment for the time being in force, an additional duty of customs on raw cotton imported into any port in British India at the rate of one anna per pound." The proceeds of the additional import duty imposed on raw cotton by this Ordinance is to be credited to a separate fund to be established by the Central Government, and the fund is to be utilised by the Central Government to finance such measures for the benefit of the growers of cotton in India as the Central Government thinks advisable.

(The Gazette of India Extraordinary, dated ~~29-1-1942~~ 29-1-1942, page 166.) ✓

Conditions of Indian Seamen in British Merchant Navy:
Sir Firozkhan Noon's Speech. ✓

Sir Firozkhan Noon, Labour Member of the Government of India, addressed a meeting of the Indian Seamen's Union at its headquarters at Calcutta on 3-1-1942. Mr. A.R. Siddiqi, President of the Moslem Chamber of Commerce, presided. The speakers included Mr. Aftab Ali, President of the Indian Seamen's Union, Mr. N.M. Joshi, Mr. Jamnadas Mehta, Mr. M.A. Khan of Lahore and Mr. Tajuddin of the Dockers' Union, Calcutta. The main points brought out in Sir Firozkhan Noon's speech, in the course of which he referred to the conditions of Indian seamen in the British merchant navy, are noticed below:-

Soon after the war started, the need for organising a Comforts Fund for Indian seamen in the British merchant navy was felt. Of the 150,000 seamen in the British merchant navy, nearly 40,000 are Indians, and ~~that~~ this showed how much Indian seamen have been contributing to British mercantile prosperity in ordinary times and how much they were contributing towards keeping open the sea lanes and feeding channels of England. By the end of 1941, nearly 96,000 knitted garments had been distributed free to shipwrecked Indian sailors when they arrived in England and they were received at the ports by representatives of the Fund and provided with clothes, comforts, and cigarettes, and taken to rest homes till their new ships were ready. Four lascar welfare officers have been appointed and these officers' duty is to listen to complaints of seamen and try and help them to get over their difficulties. He thanked the British shipping companies for their co-operation in this direction.

Dealing with the Indian political situation and Hindu-Muslim differences, he said that if ever there was peace among the two great people's of this country, the Hindus and the Muslims, it will be through their working classes. He said that the great need of Indian labour was leaders who would give them the right guidance, and appealed for united, unstinted, war effort.

(The Statesman, 5-1-1942.) ✓

Indian Seamen's Home in Calcutta:
Viceroy lays Foundation Stone. *

On 3-1-1942 the Viceroy laid the foundation stone of the Indian Seamen's Home to be built at Calcutta. The Home, which will be the first of ~~xx~~ its kind in Calcutta, will have accommodation for 3,000 men in six houses, each accommodating 500. The buildings are estimated to cost at least Rs. 2.2 millions. The Government of India, the Government of Bengal and the Seamen's Welfare Association were contributing to the cost and the shipping companies were not only giving capital sums but had intimated that they were willing to be specially taxed if necessary for the provision and upkeep of the Home.

In a speech before laying the foundation stone, the Viceroy paid a tribute to Indian seamen and their work. He announced a grant of Rs. 300,000 from the Viceroy's War Purposes Fund towards the provision of amenities in the Home.

(The Statesman, 4-1-1942.) ✓

War Pensions and Detention Allowances (Indian Seamen, etc.)
Scheme, 1941. ✓

The Minister of Pensions, Great Britain, made on 14-10-1941 the War Pensions and Detention Allowances (Indian Seamen, etc.) Scheme; a brief summary of the scheme is given below:-

Persons to whom the Scheme applies.-(1) The scheme applies to -

- (a) any person (not being a member of His Majesty's naval forces) who is employed or engaged in seagoing service as the master or a member of the crew of a British ship on terms and conditions which are customary, or are similar to those customary, in the case of an Indian recruited in India for seagoing service as the master or a member of the crew of such a ship; and
- (b) any person who is subject to the Naval Discipline Act by virtue of section 90 of that Act and is employed or engaged in seagoing service in a ship forming part of His Majesty's Navy in pursuance of such an engagement as is mentioned in the said section, being an engagement the terms and conditions of which are customary, or are similar to those customary, in the case of an Indian recruited in India for seagoing service in such a ship in pursuance of such an engagement.

(2) This Scheme does not apply to any person who is employed or engaged as a member of the crew of a British ship (otherwise than as a wireless operator, apprentice or cadet) for no remuneration or nominal remuneration only.

Seamen coming under the scheme are divided into four classes. Class I consisting of those whose pre-war rate of pay was Rs. 60 or more per month; Class II, those whose rate of pay was from Rs. 40 to Rs. 59; Class III, those whose rate of pay was from Rs. 30 to Rs. 39; and Class IV, those whose rate of pay was less than Rs. 30.

Ascertainment of Degree of Disablement and Payment of Compensation.- The scheme provides for the ascertainment of the degree of disablement by medical officers. Where a seaman suffers disablement which is directly attributable to a war injury or to detention, there may be awarded to him in respect of that disablement a gratuity of an amount depending (1) upon the class to which he belongs, and (2) the degree of ~~disablement~~ disablement; the full amounts of compensation are: Rs. 5000 for Classes I and II, Rs. 4,000 for Class III and Rs. 3,000 for Class IV.

Awards of Special Allowance.- Where a seaman suffers disablement which is directly attributable to a war injury or to detention and it has not been determined whether an award in respect of that disablement is to be made under the above Scheme or what ^{the} amount of that award should be, there may be awarded to him in respect of that disablement a special allowance.

A special allowance may only be awarded if the seaman - (a) is unable by reason of the disablement to provide by his earnings for his own support and that of his family; and (b) is in need of treatment for the disablement. A special allowance shall be at the weekly rate of three shillings if the seaman is in the United Kingdom and two rupees in any other case. A special allowance shall not normally be paid after the expiration of the period of twelve months from the date of the war injury or of the end of the detention to which the disablement of the seaman is directly attributable.

Awards of Wives' and other Allowances.- In cases where conditions for the award of a special allowance exist in the case of a seaman who has a wife, there may be awarded in respect of the disablement of the seaman a wife's allowance not exceeding Rs. 3 to 6, the actual amount depending on the class to which the seaman belongs. Awards are also made to other dependants of seamen.

Other Awards.- The scheme also contains special provision for awards in respect of death ^{and} awards of detention allowances.

(Notification No. 275-M.II (21)/39-
War (1) dated 31-1-1942: The Gazette
of India, Part I, dated 31-1-1942, pages
215 to 221.) ✓ +

Compensation to Seamen (War Damage to Effects) Scheme, 1939. ✓

The Schemes made by the Board of Trade and the Minister of Shipping (now Minister of War Transport), respectively, regarding the payment of compensation to seamen for war damage to effects, have been extended to cover Indian seamen; the schemes thus extended are the Compensation to Seamen (War Damage to Effects) Scheme, 1939, dated September 5, 1939, made by the Board of Trade pursuant to Sections 6 and 7 of the Pensions (Navy, Army, Air Force and Mercantile Marine) Act, 1939 (2 & 3 Geo. 6.c.83), and the Compensation to Seamen (War Damage to Effects) Amendment Scheme, 1940, dated February 27, 1940, made by the Minister of Shipping pursuant to Sections 6 and 7 of the Pensions (Navy, Army, Air Force and Mercantile Marine) Act, 1939 (2 & 3 Geo. 6c.83).

(Notification No. 275-MII (21)/39-
War (11) dated 31-1-1942: The Gazette
of India, Part I, dated 31-1-1942,
pages 221 to 223.) ✓ +

Control of Corruption and Bribery among Public Servants in Burma:
The Code of Criminal Procedure (First Amendment) Act, 1942. ✓

With a view to check corruption and bribery among public servants in Burma, the Code of Criminal Procedure Act has been amended. There is no section of the Penal Code which imposes a penalty for the payment of a bribe to a public servant, but the person who does so is guilty of abetment of the offence of receiving a bribe, and punishable in the same way as the receiver; and this holds good even though it may not have been actually accepted. As fear of prosecution deters many bribe-givers who would otherwise come forward with information against corrupt officers, the Bribery and Corruption Enquiry Committee suggested in paragraph 125 of its report that some measure of protection should be given to the bribe-giver who is the less guilty party to the transaction. The proposed legislation is intended to encourage the victims of corrupt officers to come forward and give evidence against them without fear of criminal liability.

(The Burma Gazette, Part III,
dated 17-1-1942, page 2.) ✓

Plight of Handloom Weavers due to Yarn Shortage:
Remedial Measures taken by Government of India. ✓

The question of ensuring a satisfactory supply of yarn to handloom weavers in India at reasonable prices ~~has~~ has been engaging the attention of the Government of India (It is estimated that India produces roughly 1,500 million pounds of yarn, of which 1,100 to 1,200 million is absorbed by the mill industry. The Government estimate the handloom industry's requirements at 350 million pounds, while non-officials estimate it at 250 millions. Other requirements, particularly for the Government and the Empire countries for export, etc., amount to over 150 million pounds. The Government thus estimate the yarn deficit at 170 to 200 million pounds).

Government's Letter to Millowners' Associations. - Prices of yarn in India, states a communication addressed recently by the Government to the various Millowners' Associations, ~~on the matter,~~ have registered a sharp advance in recent months. The extent of the rise as compared with the level of prices prevailing in the middle of August, 1939, has varied from 110 per cent. for certain countries to 250 per cent. for certain others. Evidence is accumulating to show that this sharp rise in prices is causing considerable distress to handloom weavers. The position has been rendered more acute by the fact that the advance in yarn prices has been accompanied by a serious shortage of mill yarn in certain weaving centres. Several handloom factories, it is alleged, have been forced to close down or to restrict their production as a result of these developments, thereby rendering a large number of weavers unemployed.

The Government regard the situation with considerable concern. With a view to encouraging production, they have already suggested to the Provincial Governments to exempt all cotton spinning and weaving mills from the provisions of Section 34 of the Factories Act so as to enable them to work 60 hours a week. They hope that the mills will take advantage of this measure by putting forth ~~their~~ maximum effort to expand the output of cotton yarn. As a further measure to increase the supply of yarn in the domestic market, the Government have decided to restrict forthwith exports of yarn to their pre-war normal. It is expected that this will have the effect of increasing the supply of yarn for home consumption by about 50 million lbs. The Government are also considering the suggestion of instituting an all-India control over the distribution of yarn for a satisfactory solution of the problem of yarn supply to handloom weavers and, for meeting war requirements, have invited the opinion of millowners' associations on the matter.

Decisions of Yarn Sub-Committee of Textile Panel. - The Yarn Sub-Committee of the Textile Panel met on 22-1-1942 with Sir Ramaswami Mudaliar, Commerce Member, Government of India, in the chair. The meeting recommended that, in the first instance, a proper distribution of yarn to the various areas was necessary to any control scheme. It was recommended that a Yarn Commissioner be appointed at the centre, with whom should be associated an Advisory Board which would be the Yarn Sub-Committee of the Textile Panel. Provincial Governments would be recommended to license wholesale dealers in yarn. The meeting also discussed the basis of prices for yarn required for war purposes and arrived at an agreement under which the basic prices are to be revised every quarter in the light of fluctuations in certain costs.

(The Hindustan Times, 12-1-1942, and the Hindu, 24-1-1942.) ✓

LIVING CONDITIONS.

Housing

35

Housing Conditions of Industrial Workers in Cawnpore:
Results of Enquiry. ✓

Attention is directed to pages 650 to 663 of the December 1941 issue of "Labour Bulletin" (Monthly publication of the Labour Department, U.P.) where is published an informative article summarising the findings of an enquiry conducted in 1938-39 into housing conditions of millworkers in Cawnpore City. ✓

Workers' Organisations.Demands of Workers during War Time:
Resolution at Calcutta meeting attended by over 40,000. ✓

At a meeting attended by over 40,000 workers held at Calcutta on 31-1-1942, with Mr. V.R. Kalappa, President, A.I.T.U.C., in the chair, the following resolution regarding the concessions to be given to workers to counter-act the ~~adverse~~ adverse conditions brought about by the war was adopted:

This meeting urges employers and Government to concede the following urgent demands, in order both to afford facilities for work and provide economic relief, so as to counteract the adverse conditions brought about by war:

(1) 25 per cent. dearness allowance and effective price control; (2) adequate air raid protection for workers in factories; (3) two months' pay as advance and 15 days' leave with pay to remove the families of workers to safer places; (4) three months' pay, in the event of any employer closing down his factory, and fixing of the date of reopening; (5) allowance for unemployment and sickness and pension for old age; (6) free quarters, education and treatment for workers and their dependents; (7) Field service regulation for those whose services are declared essential; (8) withdrawal of restriction on all ~~movements~~; (9) release of detainees, including those in prison in connection with the Trade Union and Kisan Movement.

(The Trade Union Record, January 1942 issue.) ✓

All-Travancore Labour and Trade Union Organisation:Travancore Government restrains activities. ✓

The Government of the Travancore State has in the last week of January 1942 issued a Press Communiqué defining its attitude to the formation of the ~~All-India Travancore~~ All-Travancore Labour and Trade Union Organisation and its activities; relevant extracts from the communiqué are reproduced below:

"Notwithstanding the specific warnings of Government as to the danger of mixing up political issues with problems arising out of the relations between capital and labour, persons connected with various labour unions in the State have been endeavouring to convert them into political bodies with political programmes. The Government also made it clear some months ago that it would be difficult for employers of labour to negotiate with Unions not exclusively concerned with the trades in which such employers are interested. The Government, therefore, deprecated the formation of an All-Travancore Labour Union Organisation and foresaw the difficulty that might arise if, at this juncture, the difficulties or grievances connected with one branch of industry were sought to be remedied by strikes or other demonstrations in a totally unconnected industry.

"In spite of the difficulties so pointed out, steps have been taken to form an All-Travancore Labour and Trade Union Organisation. The Government are satisfied that the large proportion of the labouring population is not in sympathy with such a departure. The Government have noted with concern that resolutions have been passed at the annual conference of the Travancore Coir Factories' Union affirming solidarity with the practically defunct Travancore State Congress and approving of the Red Flag and of the slogan 'Inquilab Zindabad' (i.e., 'long live Revolution'). They take strong exception to these resolutions.

"The Government have been very anxious that the relations between capital and labour at this period should be harmonious and friendly, especially as it is essential to stimulate war industries and augment production in war time. Although the Government would prefer that the employers and the employees should come together and settle their differences by mutual agreement, yet they have always been ready to mediate between them so as to arrange for higher wages and better living conditions for labour. But they cannot remain passive when such movements as those already indicated are taking place. ~~And, -reluctant as they are to take any action that might appear to involve a curtailment of labour's legitimate rights to voice their grievances and their proper demands, -in they propose~~

The Government of Travancore has taken action under the Defence of Travancore Act and prohibited certain left-wing labour leaders from participating in public meetings.

(The Hindu, 30-1-1942.) ✓

Delhi Shop Assistants' Conference, Delhi, 2-1-1942. ←

The demands of the shop assistants of Delhi whose number is estimated at 50,000 were put forward at a well-attended conference held on 2-1-1942 at Delhi under the presidentship of Mian Iftikhar-ud-Din, M.L.A. (Punjab), President, Punjab Provincial Congress Committee.

Several resolutions were passed at the Conference; the more important of them are briefly noticed below:

1. Representation in Delhi Municipal Committee.- The Conference urged upon the Chief Commissioner, Delhi, to consider immediately the desirability of giving the Shop Assistants' Federation, Delhi, which represented about 46,000 employees, two seats in the Delhi Municipal Committee so that their interests might be adequately safeguarded.

2. Shop Legislation.- The Conference viewed with regret the attitude of the local Government and the Municipal Committee in not enforcing in Delhi Province any Shop Assistants' Act.

3. Demands of Shop Assistants.- The following are the demands which the conference urged upon the shop keepers and Kothiwalas (Agents): (1) The Shop Assistants' Federation, Delhi, should be recognised as the representative organisation of the shop assistants of Delhi. (2) Fifty per cent. dearness allowance should be granted immediately because prices of the commodities have gone high due to the war. (3) Working

hours should be fixed at ~~a period of~~ nine hours per day during which at least one hour recess should be allowed. (4) Shops should remain closed for at least one day in a week, on which day employees should not directly or indirectly be required to attend ~~to~~ their duties. 5) Salary, pay or wages, etc., should be distributed in a lump sum on or before the day following the date of the expiry of each month. 6) One month's salary should be admissible after a year's service by way of bonus. (7) 15 days' privilege leave should be granted over and above the usual casual leave in a year. (8) One month's notice should be given by the employers in the event of termination of services of any employee, or salary for an equivalent period should be paid in lieu of notice. (9) There must be an explicit understanding that the workers may leave the shops at 8 p.m. under all circumstances. (10) Boys of less than 12 years of age should not be employed in any case. 11) Employees engaged for work in shops, etc., should not ~~be~~ be asked to perform any household work of the shop-keepers. (12) All gazetted holidays should be observed as complete holidays. (13) Due compensation must be granted to a worker in accordance with the provisions of the Workmen's Compensation Act, if he receives any serious injury while in service. He should in no case be deprived of the salary for the period he is unable to work in consequence of such injury. Medical treatment should be arranged by the employer at his own cost during the period.

(The Hindustan Times, 3-and the National
Call 4-1-1942.) ✓

Beggar Problem in Calcutta:
Measures to remove "Menace" Proposed. ✓

That the 5000 to 6000 beggars of Calcutta should temporarily be segregated in the city and later kept in a colony outside the city was the view expressed at a Conference of representatives of the Government of Bengal, the Calcutta Corporation and the more important public charitable institutions of the City held on 9-1-1942, with the Hon'ble Mr. Santosh Kumar Basu, Minister for Health and Local Self-Government, Bengal, in the chair.

Following a general discussion on the matter, the Conference adopted a resolution demanding that a scheme on the lines of the Draft Vagrancy Bill, prepared by the Rotary Club, Calcutta, be put into effect at once with such modifications as might be found necessary to adapt it to the emergency war conditions. A Working Committee with the Hon'ble Mr. Basu and the Secretary to Government of Bengal dealing with A.R.P. matters as ex-officio Chairman and Secretary, respectively, was also appointed to formulate a definite scheme of relief.

(The Amrta Bazar Patrika, 11-1-1942.) ✓

4th Annual Meeting of Central Advisory Board of Health, Calcutta, 26 to 28-1-1942. ✓.

The Central Advisory Board of Health held its 4th Annual meeting at Calcutta from 26 to 28-1-1942 under the presidentship of Mr. N.R. Barker, Member for Education, Health and Lands, Government of India. The Board considered several questions of importance; a brief summary of its decisions is given below:-

Leprosy Control in India.- The Board considered a report on "Leprosy and its control in India", submitted by the Committee appointed by it at its last meeting. While expressing its warm appreciation of the labours of voluntary institutions, particularly, Christian Missions, the Board supported the view originally expressed by the International Conference on Leprosy, Cairo, 1938, and reaffirmed by the Committee in their report that "voluntary organisations have in the past, and can in the future, aid greatly in anti-leprosy work. It should be emphasised, however, that the control of leprosy is the inescapable responsibility of the Government concerned." The Board emphasised the paramount importance of the prevention of infection of leprosy among children and considered that, in anti-leprosy propaganda, more use should be made of schools and of teachers' training institutions. The establishment of a Leprosy Institute of India by the Central Government was recommended by the Board. It maintained that there was great need for well-qualified medical men to work as provincial leprosy officers in the provinces in which the disease was common. An anti-leprosy officers-in-the-provinces-in-which-the-disease-was-common policy should be laid down, with reasonable financial provision. In particular, the policy should include the establishment of provincial sanatoria to act as the hub of anti-leprosy work in the province. The Board urged, supporting the view of the Committee, that the existing legislation for the control of leprosy in India had not been of much practical value and recommended that in any projected legislation certain principles, as defined in the Report should be followed.

Health of School Children.- The importance of all children attending school being given a mid-day meal, whether it was brought from their homes or provided at the school, was emphasised by the Board. The Board discussed the report of the Joint Committee appointed by it and the Central Advisory Board of Education on "the medical inspection of school children and the teaching of hygiene in schools". It endorsed the opinion of the Committee that satisfactory arrangements for medical inspection and treatment of students in schools formed an essential part of an efficient system of education and, as such, steps should be taken to ensure that children, both boys and girls, attending school were healthy and kept healthy. The Board agreed that any scheme for medical inspection without provision for treatment was of little or no use, while, in addition, any scheme of treatment should include the provision of supplementary nourishment for under-nourished children. The importance of hygienic school buildings and of a high standard of personal cleanliness on the part of teachers in promoting healthy habits among the children was emphasised. Commending the report of the Joint Committee for the consideration of Provincial Governments,

the Board stated that although there were difficulties in the way of giving effect at once to all the recommendations of the Committee, its view was that the problems could not be deferred indefinitely and that a beginning ought to be made now for its solution.

(The Hindu, 27 and 29-1-1942.) ✓

Revival of Literacy Campaign in Sind. ✓

The Government of Sind in its Resolution dated 26-5-1941 had appointed a Committee with a view to suggesting ways and means for the revival of Literacy Campaign aiming at adult education in Sind. Government, having considered the unanimous report submitted to it by the Committee, has passed certain orders on the subject, the salient features of which are summarised below:-

Selection of Area and Schools.- The areas selected for the revival of the literacy campaign should be rural and one taluka (sub-division) in each district should be taken as a unit for this purpose. In each taluka a maximum number of 40 adult centres should be opened in suitable villages including those already brought under the scheme of intensive rural reconstruction work. Such centres should have permanent night schools. The attendance at these schools should be subject to the conditions that - (1) learners of the age of 12 to 45 years only should be admitted to adult centres except at places where there are no other educational facilities; (2) no adult school should be opened unless the teacher can persuade at least 15 adults to attend the school regularly; and (3) no age-limit should be fixed in the case of women.

Appointment of Advisory Committees.- The entire control of the Campaign should rest with the Education Department, but with a view to ~~co-ordinating the efforts of all the nation-building Departments and securing co-operation of the public,~~ District Advisory Committees should be formed in each district. The functions of the Committee will be - (i) to stimulate general interest in the education of adults; (ii) to bring together and co-ordinate the efforts of all the existing organisations engaged in promotion of rural uplift; (iii) to collect and spend funds if necessary for publicity and propaganda purposes; and (iv) to undertake all such activities as may seem desirable for the furtherance of the cause of the campaign. The District Advisory Committees have the power to form Taluka Committees and sub-committees for the following purposes: (1) Propaganda Committee for propaganda and publicity; (2) Health Committee for teaching elementary rules of personal health and hygiene and village sanitation; (3) Supervision Committee for supervising the day to day work and maintaining the standard of efficiency.

Training of Staff.- The technique of teaching adults being different from that for ~~teaching~~ teaching children, Training Committees should be appointed to train the teaching staff recruited for this purpose.

Popularising Adult Education.- The following steps should be taken to popularise and enhance attendance at the adult centres:- (1) the heads of all Departments should be requested to ask their inferior staff who are illiterate to attend these centres; (2) the heads of the various nation-building departments should be requested to help and co-operate with the Education Department in the propaganda, planning, organisation and supervision work; and (3) the Assistant Commissioner, Rural Reconstruction Department, should be requested to concentrate his efforts, so far as his own Department is concerned, on the areas selected for the campaign.

Remuneration of Teachers.- The teachers will be paid a monthly allowance up to Rs. 10, provided the average daily attendance in their

schools is above 25. If the average daily strength in their schools falls below 25 in any particular month, the teachers' allowance will be reduced to Rs. 7-8-0 only per month. The Education Department is to hold periodical literacy tests and for those who were illiterate before and subsequently became literate, a bonus of Rs. 2 is to be paid to the teachers concerned.

(Press Note No. 383 dated 16-12-1941 issued by the Director of Information, Sind: The Sind Government Gazette, Part I, dated 1-1-1942, pages 11 to 13.) ✓

Annual Meeting of Central Advisory Board of Education, Hyderabad, 13 to 15-1-1942. ✓

The annual meeting of the Central Advisory Board of Education was held in Hyderabad (Deccan) from January 13 to 15, 1942, under the presidentship of Sir Maurice Gwyer, Chief Justice of India, in the absence of the chairman of the Board, Mr. N.R. Sarker, Member of the Viceroy's Executive Council. In addition to members nominated by the Government of India, representatives of the Council of State, the Central Legislative Assembly and the Inter-University Board were present.

One of the subjects considered by the Board was conditions of service of teachers and their training. The committee felt that as educational progress in all its stages depended on the efficiency of teachers, the question of the recruitment, training and conditions of service of teachers was one which required urgently to be explored. It accordingly set up a committee to consider the subject so far as it affected teachers in primary middle and high schools, with directions to report at the next meeting. The Board decided to accede to the request from the Government of Bombay to appoint a small committee to advise them with regard to the progress of the experiment in basic education in the Bombay Presidency. The committee considered a memorandum on the recruitment of educational officers and appointed a committee to report on the issues raised in the memorandum.

(The Statesman, 20-1-1942.) ✓

Wages

Increased War Dear Food Allowance in Cawnpore. ✓

In accordance with the undertaking given in the Notice dated 7th August, 1941 (vide pages 35 to 36 of our August 1941 Report), the Employers' Association of Northern India has now agreed to grant an extra dear food allowance ^{of one anna in 44 parts & 100 parts} in all categories and in industries included in the grant of August 1941. This additional increase is granted to cover a cost of living index figure up to and including 160 points on the following conditions: (a) that the average cost of living index figure for the preceding consecutive three months has exceeded 141 points; (b) that should the cost of living index figure fall below ~~14~~ 141 points for three consecutive months, this additional allowance will be automatically withdrawn; (c) that the allowance now announced will be paid on basic wages under conditions similar to those governing the War Dear Food Allowances granted in 1940 and previously in 1941; and (d) that this additional increase will be effective as from the 1st January, 1942.

(Circular No. 277 dated 2-1-1942 of the Employers' Association of Northern India, Cawnpore). ✓ +

Dearness Allowance for Sugar Mill Workers in Gorakhpur:
Decision of Sugar Mills Association. ✓

The Question of dearness allowance was considered at a meeting of the Indian Sugar Mills Association held on 4-1-1942, at Gorakhpur, and it was ^{decided} to pay dearness allowance at the rates given below:

(A) For salaries up to Rs. 12	3 annas per rupee
(B) For salaries from Rs. 13 to Rs.20	2 annas 6 pies per rupee
(C) For salaries from Rs. 21 to Rs.50	1 annas 6 pies per rupee
(D) For salaries from Rs. 51 to Rs. 100	1 anna per rupee
(E) For salaries from Rs. 101 to Rs. 150	9 pies per rupee

The meeting recommended that all the factories in the Gorakhpur Group should adopt this scale and start paying it not later than 1-1-1942.

(Labour Bulletin, Cawnpore, for January 1942, page 20.) ✓ +

Dearness Allowance to Workers in Jharia Coalfields.

The Committee of the Indian Mining Association has recommended that an additional allowance on the following scale should be paid to all employees with effect from the 1st January 1942: On earnings up to Rs. 24 per month - 12½ per cent; and on earnings in excess of Rs. 24 per month - Rs. 3 per month. It is recommended that these

allowances should be calculated on the basic pay prevailing on the 31st December 1939, on which pay the previous increments were recommended.

(Industrial Bulletin of the Employers' Federation of India, dated 26-1-1942.) ✓

Additional Dear Food Allowance to Textile Workers in Sholapur. ✓

It will be recalled that, following the award given by the Conciliator early in 1940, the textile workers in Sholapur were granted dear food allowance of one anna per head per day (See page 38 of our April 1940 report). This award was intended to cover variations between 74 and 85 in the cost-of-living index figure in Sholapur. As the index figure for the month of August, 1941, had risen above 85, the allowance was increased as follows with a view to provide for variations between 86 and 100 in the cost-of-living index number:-

- (a) from 86 to 92 - an additional anna - making in all 2 annas.
- (b) from 93 to 100 - an additional 3/4 anna - making in all 2 3/4 annas.

The grain allowance, based on the operative's attendance, is permanent feature in Sholapur.

(Industrial Bulletin of the Employers' Federation of India, dated 26-1-1942.) ✓

Employment

Motor Vehicles (Drivers) Ordinance, 1942. ✓

The Government of India has promulgated an Ordinance to provide for the requisitioning on behalf of Government of the services of persons capable of driving motor vehicles. The Ordinance directs Provincial Governments to prepare and maintain a register of motor drivers, with details of qualifications of the drivers. Provincial Governments are empowered to requisition the services of such drivers.

(The Gazette of India Extraordinary, dated 27-1-1942.) ✓

National Service (Technical Personnel) Amendment Ordinance, 1942. ✓

On 29-1-1942, the Governor General promulgated an Ordinance to amend the National Service (Technical Personnel) Ordinance, 1940.

Scope: Extension with regard to persons and factories.- The amending Ordinance extends the definition of "technical personnel" to cover such classes of apprentices and such Asiatic immigrants in British India from Asiatic territories as may be notified in the Official Gazette. The Ordinance also extends the definition of "industrial undertakings" so as to cover training establishments and industrial concerns engaged on designing, testing and installing. Aircraft undertakings have also been brought within the scope of the Ordinance. Formerly factories engaged on work of national importance were notified in the official Gazette. This is no longer possible and

tories may now be notified by order in writing.

Technical Inspectors.- Under the new Ordinance a quorum may be held at meetings of Tribunals without the presence of the chairman, a Tribunal may delegate to the chairman such of its powers as may be approved by the Central Government. Technical Inspectors are being appointed to work for the Tribunals, and Section 6 of the Ordinance has been amended so as to empower these Inspectors to enter factory premises and call for information. This power was formerly exercised only by members of Tribunals.

Extension of Training Facilities.- The new Ordinance gives Tribunals power to direct technical personnel to undertake employment in the National Service not only in notified factories but also in training establishments within their jurisdiction or in factories or technical posts under the Crown in any part of British India. It also gives Tribunals power to direct industrial undertakings to train men for employment in industry.

Other Changes: Extended Schedule of Occupations.- The Central Government have been empowered under the new Ordinance to require industrial undertakings to release technical personnel who wish to undertake employment in His Majesty's forces or in civilian posts outside India to give such volunteers the right to reinstatement in their old jobs after the war. Under the original Ordinance, Tribunals had power to refuse permission to technical personnel to leave their employment. Tribunals are now empowered to lay down the terms of service under which persons, who have been refused permission to leave their employment, shall continue their employment. Finally, a revised schedule containing 124 trades and occupations has been substituted for the old schedule containing 100 grades and occupations.

(The Gazette of India Extraordinary,
dated 29-1-1942, pages 157 to 164.) ✓

Industrial Disputes.

Curb on Strikes and Lock-outs:
Action under Defence of India Rules. ✓

In exercise of the powers conferred by Section 2 of the Defence of India Act, 1939, the Government of India has, on 21-1-1942, gazetted an amendment to the Defence of India Rules so as to add a provision to curb industrial strikes and lock-outs. The contents of the new Section 2-A and its implications are given at pages 14-16 of this Report under the heading: "Industrial Disputes."

Control of Price of Foodstuffs:
Delhi and U. P. Measures. ✓

~~xxx~~ The District Magistrate, Delhi, has fixed the wholesale and retail prices of foodstuffs such as wheat, gram, barley, etc., charcoal, firewood and match boxes containing fifty and forty sticks. Prices of gram, bajra, barley, etc., will be fixed daily and those of wheat, charcoal, firewood and match boxes will operate until modified later.

Wheat Control in U.P.- A Gazette Extraordinary issued on 8-1-1942 by the U.P. Government demands of persons holding more than two standard maunds (1 maund = 82 lbs.) of wheat flour to submit to the Wheat Commissioner for India, New Delhi, before January 31, 1942, a return stating: (1) The place or places where his stock of wheat or wheat flour is stored; (2) the quantity in a standard maund of wheat and wheat flour stored at each of these places; (3) the railway station nearest to each of these places; and (4) where any such stock is held on behalf of any purchaser residing outside the U.P. the name of each purchaser with allied particulars. Persons contravening these orders ~~shall~~^{are} be punishable under the Defence of India Rules with imprisonment which may extend to three years or with fine or both.

(The Times of India, 9-1-1942.) ✓

Control Measures.

Rice Rationing Scheme for Ceylon. ✓

The Ceylon Government is planning to introduce a scheme for rationing rice. A press communiqué on the subject issued by the Food Controller, Ceylon, in the third week of January suggests that as rationed rice is to be issued twice weekly, the Government and other employers of labour should adopt the system of weekly payment of wages. Other points made by the Food Controller were: No rice will be issued for domestic pets. Every child over three years of age will be entitled to the full ration. So far as Colombo is concerned no consumer will have to go more than half a mile to obtain his rice as the distributor assigned for supplying him has been selected on this basis. Coupons for rice rationing have already been distributed in Colombo as a preliminary to the introduction of rationing if that becomes necessary.

(The Statesman, 20-1-1942.) ✓

Standard Cloth for the poor:
Cotton Textile Panel's Decisions. ✓

The Cotton Textile Advisory Panel which met at New Delhi on 20-1-1942 under the chairmanship of the Commerce Member, Sir Ramaswami Mudaliar, came to agreed conclusions on questions relating to the production, distribution and sale of a standard type of cloth for the poorer classes.

In his opening speech, the Commerce Member pointed out that the scheme for standard cloth should be evolved and arrangements

in connexion therewith should be completed before a state of acute shortage of cloth arose, but that the actual time when the scheme should be put into operation would be decided in the light of circumstances then existing and after giving an opportunity to members of the panel to express their opinion on the subject.

The meeting appointed a sub-committee of the panel, with the addition of a number of technical advisers of the Commerce and Supply Departments, to study the types of standard cloth, namely, dhoties, saris and shirtings, which will be produced. A large proportion of this cloth will be of coarser counts and a very small percentage may be of higher counts, but the price will be the same for either category of cloth. Another sub-committee was formed consisting of some representatives of industry and representatives of the Commerce, Supply and Finance Departments to decide on the price of various types of standard cloth. The sub-committees are expected to meet shortly in Bombay.

The Advisory Panel was generally not in favour of the original proposal that millowners should themselves open retail shops for standard cloth in localities approved by the Central Government. What is understood to have found favour with the panel was the modified proposal that provincial Governments may license certain shops which will deal in standard cloth and, where possible, provincial Governments themselves may handle the sale of cloth direct to poorer sections of the community. It is understood that the question of the method of distribution of standard cloth will be finally decided by the Central Government after consulting representatives of provincial Governments when they attend the Price Control Conference early in February 1942.

(The Statesman, 21-1-1942.) ✓

Cotton Card Clothing and all Card Clothing Sundries Control Order, 1942. ✓

The Government of India has promulgated the Cotton Card Clothing and all Card Clothing Sundries Control Order, 1942, which prohibits the sale or other disposal of, purchase or other acquisition of, certain specified ~~xxx~~ articles connected with cotton ~~xxx~~ Card Clothing and Sundries.

(Notification No. 9 dated 7-1-1942: The Gazette of India Extraordinary, dated 7-1-1942, pages 73 to 74.) ✓

Further Restrictions on Unlicensed Sale of Iron and Steel. ✓

According to a Press Note issued by the Government of India, owing to tightness in the supply of iron and steel in India, the Government has reduced the quantities of the iron and steel items for free unlicensed sale. In future ~~xxx~~ unlicensed sale may be made only by stockholders, not by producers. The concession is intended only for private consumers, and Government Departments and Railways cannot acquire iron or steel under this notification; the intention is that the concession should be utilized for petty purchases for domestic use only.

49

Government Departments and Railways and other public bodies will, therefore, have to obtain supplies in the normal way by application for licences to the appropriate authorities.

(The Statesman, 15-1-1942.) ✓

The Tar and Bitumen Control Order, 1942.

The Government of India has issued the Tar and Bitumen Control Order, 1942, on 31-1-1942, which requires the registration of producers and dealers in tar and bitumen, prohibits the disposal of stocks of these commodities without a proper licence for the purpose, and requires producers and dealers to submit fortnightly returns of stocks, shipments and estimated production.

(The Gazette of India Extraordinary dated 31-1-1942, pages 174 to 178.) ✓

The Newspaper Control Order, 1942. ✓

In view of the growing scarcity of newspapers, the Government of India has promulgated the Newspaper Control Order, 1942, whereby the price and size of newspapers have been fixed.

The order divides newspapers into three classes: Class A: page area ~~not less than 336 square inches~~; Class B: page area less than 336 square inches, but not less than 200 square inches; and Class C: page area less than 200 square inches. The prices fixed are: less than half anna for two pages of Class A, two pages of Class B and four pages of Class C; less than three quarters of an anna, but not less than half an anna for four, six and eight pages; less than one anna, but not less than three-quarters of an anna for six, eight and 12 pages; ~~less than one and a half anna~~, but not less than ~~one~~ ^{one and a half anna for 12, 18 and 24 pages.} and a half anna for 12, 18 and 24 pages.

(The Gazette of India Extraordinary dated 29-1-1942, pages 154 to 156.) ✓

Amendment to Hotels and Lodging Houses Control Order, 1939.

The Government of India has on 15-1-1942 amended the Hotels and Lodging Houses Control Order, 1939, permitting the Controller to allow certain ~~max~~ percentage rise in the "fair rate of charges" for board and service to cover any general rise in the cost of living. The Amendment also provides that the charges for accommodation, board, servants' quarters, garage or any other service provided in an hotel or lodging house, shall not exceed the prevailing rates of charges for the same or similar facilities during the 12 months prior to the 1st September 1939, unless permission has been obtained from the Controller.

(The Gazette of India, Part I, dated 17-1-1942, pages 169 to 170.) ✓

A.R.P. Measures in Cotton Mills:
Central Government's Directions. ✓

The following information about A.R.P. measures in cotton mills is taken from a note on the subject published in the printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during December 1941:

The question of adopting suitable A.R.P. measures in cotton mills has for some time past been engaging the attention of the Committee of the Millowners' Association, Bombay. A special sub-Committee was appointed for this purpose. This sub-Committee had before them Government's Blue Book entitled "A.R.P. in Factories" and the orders which appeared to have been served on certain mills by the Central and Provincial Governments regarding structural precautions, etc., but they found it difficult to ascertain the precise standard of protective measures which Government apparently considered should be maintained in various types of factories. In these circumstances, a representation was submitted to the Government of India, Department of Labour, early in December 1941 requesting a lead from Government on the following points:- "I. Whether trenches are to be provided; (b) If (a) is in the affirmative, what types of trenches would be approved by Government; (c) What provision factories which had no compound should make for the evacuation of their workmen.

II. (a) Whether trailer pumps are to be an essential part of the fire-fighting service of these factories, and whether water tanks should be constructed as an independent source of supply of water; (b) Whether these trailer pumps would be made available, and when they would be made available. III. Whether all glazing in factories are to be protected by 1/2 inch mesh wire, or bearing in mind the fact that adequate supplies of 1/2 inch mesh wire are not available, only vital plant requires protection against flying glass.

~~III. Whether all glazing in factories are to be protected by 1/2 inch mesh wire, or bearing in mind the fact that adequate supplies~~

IV. Whether the vital parts of machinery should be protected against splinters by brickwork. V. Whether Government desire all North Light roofs to be rendered non-inflammable."

Need for adequate Protection of certain Population.- In this connection, the sub-Committee pointed out that compliance with requisition No. V would mean reconstruction of the entire roof. This proposition did not appear, in their opinion, to be very feasible. In the circumstances, they thought that the existing fire fighting equipment, including sprinklers and hydrants, coupled with the stirrup pumps and trailer pumps to be ordered out by the mills, would be sufficient to prevent a major conflagration. In this connection, Government were requested to give an indication as to whether, and if so, how cotton mills in England with North Light roofs tackled this problem. Government's attention was also drawn to the fact that however efficient and satisfactory A.R.P. measures in factories might be, they might fail to achieve the object in view, if the local authorities, e.g., the Government of Bombay and the Municipality in the case of Bombay City, failed to undertake measures to protect the civilian population. The worker's thoughts in an emergency were with his family, and if he was not assured that adequate measures existed for the protection of his wife and children in their homes,

57

then, whatever measures might be taken by the mills to prevent a stampede and to ensure continuance of work might be of no avail because the worker would naturally try to leave the City for his up-country village.

Income-Tax Remission on A.R.P. Expenditure.- At the same time, on the suggestion of the sub-Committee, a circular was sent to all members of the Association recommending that, in view of the latest developments in the war situation, precautionary measures should be taken by mills on whom orders had already been served by the A.R.P. authorities or the Government of India, to protect their vital plants. It was suggested that after the work had been completed, a statement of the cost actually incurred by them should be submitted to the authority ordering the execution of the measures. On receipt of this statement, the authority ordering the measures would, it was pointed out, on being satisfied of the correctness of the statement certify the amount which should be treated as allowable revenue expenditure and the amount to be treated as capital expenditure, and the Income-tax Officers would treat such certificates as final for purposes of assessment. The amount certified by the A.R.P. authorities as allowable as revenue expenditure would then be an admissible deduction under Section 10 of the Indian Income-tax Act when computing the assessable profits or gains of the mill company concerned.

Government Directions re. A.R.P. Measures.- In reply to the specific points on which the Committee wanted a lead, the Government of India indicated that :-

"I. (a) Trenches to be provided.

(b) One or other of the types laid down in Chapter II of "A Summary of air-raid Precautions Applied to Factories" copies of which have been supplied to the Association.

(c) Factories which have no compound and in the vicinity of which no land is available for the construction of trenches should endeavour as far as possible to provide protection for their employees on the ground floor of the factory by erecting shelters of type 'D' shown in "A Summary of air-raid Precautions Applied to Factories" and by erecting low walls about 4'-6" high constructed of 13/2 brick in cement masonry wherever it is possible to do so. (In the case of the walls, labour should be taught to sit behind them.) When all measures of this nature have been exhausted the balance of the labour should be taught to vacate the factory and take shelter in the houses nearest to the mill. The local Governments should also be approached with the request that they will requisition all available space, including roads not necessary for the movement of traffic, on which shelters can be erected or trenches dug.

II. (a) Trailer pumps are an essential part of the fire fighting service and water tanks must be constructed, as independent sources of supply of water.

(b) Government are arranging for the supply of these pumps. It is however not possible under present conditions to say when they are likely to be available.

III. All glazing in rooms containing vital machinery should be removed and the apertures bricked or boarded up until supplies of glass substitute are available. Wherever daylight is essential the glass should be replaced by fabric substitutes which can be obtained from the Indian Glass substitute Company, P.O. Baksar, District Meerut. Treated fabric glass substitutes have only a limited life, but they should last at least 3 months, probably longer, and thus fill the gap between the present emergency and the arrival of more permanent substitutes from abroad. All other glass should be removed wherever possible. Where it cannot be removed it should be protected by $\frac{1}{2}$ inch wire mesh.

IV. All vital machinery should be protected by blast and splinter proof walls.

Note:- Vital machinery is plant which if damaged or destroyed is likely to hold up production for more than one month.

V. The method of dealing with this problem is still under consideration. No information is available as to how this problem was tackled in England, but it is doubtful whether there are roofs of this type in England." ✓

A.R.P. Organisation in Cotton Mills:
scheme framed by Millowners' Association, Bombay. ✓

The question of A.R.P. measures in cotton mills was, in December 1941, discussed by a special sub-Committee of the Millowners' Association, Bombay, with the A.R.P. authorities, and a scheme of A.R.P., particularly in connection with the organisation and equipment of A.R.P. personnel in cotton mills, was framed. The main features of the scheme are given below:-

A.R.P. Organisation.- Briefly stated, the scheme proposed that the entire A.R.P. organisation of a mill should be under the control of the "Company A.R.P. Officer." A Company A.R.P. Officer was necessary only in the case of a company owning two or more mills and was to be done away with where only one mill was concerned. The Officer next to him was to be the "Chief Mill A.R.P. Officer", who might be either the Mill Manager or the Mill Engineer. The Chief Mill A.R.P. Officer was to be assisted by an "Assistant Chief Mill A.R.P. Officer" who might be the Assistant Mill Manager or the Assistant Mill Engineer. The sub-Committee considered it necessary to provide an Assistant to the Chief Mill A.R.P. Officer, for the reason that that would ensure the presence of either the Chief Mill A.R.P. Officer or the Assistant Chief Mill A.R.P. Officer in the mill in an emergency.

Main A.R.P. Activities.- The principal A.R.P. activities of a mill were divided into four broad heads, viz., (a) First Aid, (b) Fire Fighting, (c) Rescue and (d) Evacuation. The Mill First Aid Officer and the Assistant First Aid Officer should be assisted by first aid parties consisting of trained persons. Similarly the fire fighting, rescue and evacuation services should be directly controlled by the respective officers and each branch should have its own trained

ersonnel to do the various duties allocated to them. As regards the composition of each branch of A.R.P. workers, these numbers would depend upon the size of the mill, but the following basis was suggested as a rough guide:-

First Aid.- Each First Aid Party should consist of 4 men, one of whom should be a leader, one an assistant, and both should be trained in first aid; and the remaining 2 should be stretcher bearers. There should be one such party for every 250 workers both day and night.

Fire Fighting: (a) Hydrants.- There should be 24 men with one leader. At least three men should be provided for every Hydrant that could be worked simultaneously.

(b) Stirrup Pumps and Fire Watchers.- There should be one leader for every 21 men, that is to say one leader for 7 Stirrup Pumps, each stirrup Pump requiring three people to handle it. The Stirrup Pump personnel should be so spread out as to ensure the allocation of one leader for each main department.

Payment to staff engaged on special A.R.P. Work.- To create interest in the work and to procure the right type of men, the sub-committee suggested that the leaders and men recruited for each branch of service should be remunerated at the rate of annas 12 per parade in the case of skilled men and annas 4 per parade in the case of unskilled operatives, the remuneration being payable only if the candidates attended the training and parade, and passed the test.

The suggestions made by the sub-Committee were approved by the General Committee, and all members mills were recommended that, in view of the developments in the war situation, action on the lines indicated by the sub-Committee should be taken without delay.

(Extracted from Excerpts of the Proceedings of the Millowners' Association, Bombay, during December, 1941.)✓

Indian Merchant Shipping (Fire Appliances) Rules, 1942.✓

Owing to the increased danger to ships plying in Indian waters, the Government of India consider it necessary that ships should be equipped with additional fire-fighting appliances so as to be able to cope with any outbreak of fire which may be caused by enemy action, or otherwise, says a Press Note. They have, accordingly, issued a set of rules called the Indian Merchant Shipping (Fire Appliances) Rules, 1942, on the subject. These rules are supplemental to the Indian Merchant Shipping (Fire Appliances) Rules, 1934, and will be in force for the duration of the war and for six months thereafter.

(The Statesman, 6-1-1942.)✓

Insurance

54

Insurance in War Time: Meeting of Federation of Insurance Companies, New Delhi, 17-1-1942. ✓

At the session of the Federation of Indian Insurance Companies held on 17-1-1942 at New Delhi, Mr. M.N. Seth presiding, resolutions were adopted suggesting to insurance companies in India ~~to be of service to~~ ^{to be of service to} their policy-holders, especially during war time.

The Federation reiterated its view that the provisions of Section 7 of the Insurance Act were being misinterpreted by the authorities, and appealed to the Government to revise their policy of forcing Indian insurance Companies to invest large amounts in Government Securities. The Federation resolved that it was necessary to conserve the resources of industrial and commercial concerns during the present period, and recommended suitable emergency legislation in the matter of suspension of payment of bonus to policy-holders during war. Other resolutions related to the provisions and administration of the Insurance Act of 1938. The Federation also appealed to the Government of India, in view of the present situation, to devise a scheme in consultation and co-operation with Indian insurance interests to render assistance to victims of air raids, etc.

(The Hindu, 30-1-1942.) ✓

War Risk Insurance

War Risks (Goods) Insurance Rules, 1942. ✓

Reference was made at page 34 of our August 1940 report to the War Risks (Goods) Insurance Ordinance and the Rules made under it. On supersession of the previous Rules published on 14-9-1940 (vide pages 1316 to 1322 of Part I of the Gazette of India dated 4-9-1940), the Government of India has published new Rules at pages 207 to 214 of Part I of the Gazette of India dated 31-1-1942.

War Risks. - For the purposes of the Ordinance and the Rules, the following are to be war risks, namely, the risks of (a) damage occurring (whether accidentally or not) as the direct result of action taken by the enemy, or action taken in combating the enemy or in repelling an imagined attack by the enemy; (b) damage occurring (whether accidentally or not) as the direct result of measures taken under proper authority to avoid the spreading of, or otherwise to mitigate, the consequences of such damage as aforesaid; (c) accidental damage occurring as the direct result (i) of any precautionary or preparatory measures taken under proper authority with a view to preventing or hindering the carrying out of any attack by the enemy; or (ii) of precautionary or preparatory measures involving the doing of work on land and taken under proper authority in any way in anticipation of enemy action, being in either case, measures involving a substantial degree of risk to property. ✓

Assistance to Mills on War Work:
Demands of Cotton Textile Mills. ✓

At the all-India Conference of textile interests, convened by the Department of Supply, Government of India in September (vide pages 9-50 of September 1941 report of this Office), the representatives of the mill industry as a whole put forward the following, among other, suggestions for giving some assistance to cotton mills which were engaged on war work:-

(a) that out of the proceeds of the Excess Profits Tax realised by Government some relief might be given to the cotton mills either in the form of a rebate to mills executing Government orders or in the form of contributions towards purchase of machinery required by mills or ~~replacing~~ replacement of ~~that~~ worn out on account of working extra shifts or hours; (b) that the rate of depreciation to be allowed in the case of mill working more than one shift should be proportionately higher; and (c) that expenditure incurred by mills engaged on Government work on alterations to plant, etc., with a view to execute Government orders should be allowed for ~~purpose of~~ income-tax and excess profits tax.

Government of India's Reply.- In a reply received towards the end of November, 1941, from the Government of India (Department of Supply), indicated that they were unable to accept the first suggestion. ~~As regards the second point, they were prepared to consider the question of fixing rates of depreciation corresponding to the life of the assets in particular conditions and circumstances in which they were used, provided that such claims were supported by reliable evidence as to the life of the assets.~~ Regarding the third point, Government accepted the suggestion, and the following press note was subsequently issued by them: "The Central Board of Revenue have issued instructions that in the case of textile mills, the cost of alterations to plant or machinery - required with a view to fulfilling orders placed by the Supply Department - will be allowed as a deduction for the purpose of income-tax and excess profits tax in the year in which it is incurred. The cost of realteration of plant or machinery to its original form, when these mills have ceased to fulfil Supply Department orders, will also be allowed as a revenue expense. Mills which have already altered their plant or machinery will also be eligible for the concession."

The Committee of the Millowners' Association, Bombay, had taken up the question of the cost of alterations made to their plant by textile mills in order to fulfil Supply Department orders being allowed as a revenue expense for the purpose of income-tax, super-tax and excess profits tax, and extra depreciation for abnormal user with the Central Board of Revenue, Government of India. What the Committee had urged in this representation was that the concession granted by Government in regard to expenditure incurred by mills engaged on war works on alterations to plant, etc., did not go far enough and that sufficient safeguards should be provided to ensure that the cost of reconversion was allowed in the last chargeable accounting period, if incurred, say, within 12 months thereafter. Suggestions were also made for the grant of extra depreciation allowance for abnormal user occasioned by (a) running of machinery at abnormal speeds, (b) working double shifts of ten hours each instead of nine hours and treble shifts, and (c) working on heavier sorts for which the plant was not originally designed.

While the reply from the Department of Supply partly answered some of the points raised in the representation, the Committee felt that it did not by itself constitute an answer to the representation. In these circumstances, they preferred to wait for an official reply before taking up the matter further with Government. In the meantime, however, a copy of the representation to the Central Board of Revenue was forwarded to the Department of Supply drawing their special attention to the points made by the Association in these matters.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during December, 1941.) ✓

War Savings

All-India National Savings Conference, New Delhi, 17-1-1942. ✓

An All-India Conference on national savings was held at New Delhi on 17-1-1942. The Conference was attended by representatives of the provinces, the Provincial Defence Loans Committees and the States of Hyderabad, Mysore, Baroda and Jaipur, as well as by the heads of the Government of India Departments concerned.

The necessity of national savings to combat inflationary tendencies and to safeguard the economic stability of the country was emphasized by Sir Jeremy Raisman, in his opening address. The Conference discussed measures for furthering the savings movement, which is already in existence in the provinces and States. In particular, it considered whether any improvements were called for in the existing facilities for investment or in the methods of advertising these. It was generally agreed that it was only by personal approach and sustained personal encouragement that any marked increase in the volume of small savings could be hoped for. It was, therefore, recognised that the activities of local committees should be developed in this direction.

(The Statesman, 20-1-1942.) ✓

57

Air Raid Relief

Temporary Relief Measures in Madras for Air-raid Victims. ✓

A scheme has been drawn up by the Government of Madras to give temporary relief to persons who may be rendered homeless by enemy attacks on Madras City. Twenty-five Rest Centres have been selected for this purpose, spread over the whole of Madras City; the location of one or more additional centres just outside Madras City is under consideration. These centres are located in Government, Corporation or private school buildings and public or private institutions or buildings and in choultries (rest houses). In these Centres, relief will be given to persons rendered homeless for a period not exceeding 7 days, by the end of which time they should be in a position to arrange for their ~~temporary~~ permanent shelter, or to repair their damaged residences for rehabilitation. Admission to the Rest Centres will be by means of tickets which will be distributed to deserving cases by A.R.P. wardens.

The Government will meet all expenditure connected with the Rest Centres and they have made arrangements, with the co-operation of various organisations, for the provision of food. In some cases private organisations have undertaken feeding arrangements, while in other cases foodstuffs, etc., will be supplied by Government through retail depots established in the City. The work in each Rest Centre will be managed by Supervisor assisted by Assistant Supervisors. These officers will always be present in the Centres. Their duty, in addition to the management of the Centres, will be to see to the needs of the refugees. Provision has also been made for the supply of milk to children, and clothing will be supplied to those who are in need of it.

In most of the Rest Centres, Salvage Depots will be opened for the storage of salvaged property and arrangements have been made for the proper supervision of these Depots.

(Press Note dated 15-1-1942 issued by
the Government of Madras.) ✓

List of the more important publications received in this Office during
January 1942. ✓

Publications of Work.-

- 1) Report of the Bihar Labour Enquiry Committee, Vol. IV; ~~Rax~~
part A (Oral Evidence by the Officials);
part B (Oral Evidence by the Employers and their Associations); and
part C (Oral Evidence tendered before the Committee by Employees
and their organisations).
Superintendent, Government Printing, Bihar, Patna. 1941.
- 2) Annual Report on the working of the Factories Act in the Punjab
for the year 1940. Lahore: Printed by the Superintendent, Government
Printing, Punjab, Lahore. 1941. Price Re. 0-6-0.

Economic Conditions.-

Department of Commercial Intelligence and Statistics, India.
Annual Statement of the Sea-Borne Trade of British India with
the British Empire and Foreign Countries for the fiscal year
ending 31st March, 1940. Vol. I. Imports, Exports and Re-exports
of private merchandise and Government Stores and Imports and
Exports of Treasure. Published by the Manager of Publications,
Delhi. 1941. Price Rs. 20-14-0, or 32s.

Culture.-

Agricultural Statistics of India, 1937-38. Vol. II. Area,
~~Classification of Area, Area under Irrigation, Area under Crops,~~
Live-stock, and Land Revenue Assessment in certain Indian States.
Published by the Manager of Publications, Delhi. 1941.
Price Rs. 4-14-0 or 7s.9d.

Organisation, Congresses, etc.

Annual Report on the working of the Indian Trade Unions Act, 1926,
in the District of Ajmer-Merwara for the year 1940-41.

Labour Policy in War Time.-

~~Government of India. Court of Enquiry Constituted under the
Trade Disputes Act, 1929, to investigate the question of Dearness
allowance for railway employees. Vol. I - Report published by
the Manager of Publications, Delhi, 1941. Price 12 annas or 1s.~~

Miscellaneous.-

- 1) Neo-Guildism for India by K.J. Jacob, M.A., M.Litt., Research
Fellow, Department of Politics and Public Administration, Madras
University, Madras. (Pamphlet).
- 2) Rights of the workers, by K.J. Jacob, M.A., M.Litt., Research
Fellow, Department of Politics and Public Administration, Madras
University, Madras. (Pamphlet). ✓

C 6/2/77

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for February 1942.

N.B. Each section of this report may be taken out separately.

Contents

Pages

National Labour Legislation.-

Government of India:

- | | |
|--|-----|
| (a) The Workmen's Compensation (Amendment) Bill, 1942. | 1 |
| (b) Indian Merchant Shipping (Amendment) Bill, 1942. | 1-2 |
| (c) Draft Oil-fields Regulations, 1942. | 2 |
| (d) Weekly Holidays Bill, 1941. | 2-3 |
| (e) Industrial Statistics Bill, 1942. | 3-4 |

Assam:

Draft Rules re. Persons Exempted from Restrictive Provisions of the Factories Act. 4

Bihar:

Sound and other Extraordinary Pensions Rules. 4

Madras:

- | | |
|--|-----|
| (a) Application of Factories Act to Certain Class of Smaller Concerns. | 5-6 |
| (b) Draft Madras Industrial Disputes Bill, 1942. | 6-7 |

Punjab:

Extension of the Punjab Trade Employees Act to Certain Classes of Shops in Urban Areas. 7

Baroda:

Shop Legislation in Baroda State: Bill referred to Select Committee. 8

Gwalior State:

Labour Legislation in Gwalior: The Fatal Accident Act, 1942; The Employers' Liability Act, 1942; The Employment of Children Act, 1942. 8

Conditions of Work.-

General:

Labour Conditions in Indian Mines, 1940. 9-11

Economic Conditions.-

- | | |
|---|-------|
| (a) Budget of Government of India for 1942-43: War Expenditure Rs. 4 million per day. | 12-14 |
| (b) Railway Budget for 1942-43: Huge Surplus owing to War Conditions. | 15 |
| (c) Manufacture of Internal Combustion Engines: Government of India appoints Exploratory Committee. | 16 |
| (d) Central Transport Organisation for India: Government of India's Decision. | 16 |
| (e) Industrial Development of Indian States: Bank Established in Bombay. | 17 |

	<u>Pages</u>
<u>Economic Conditions (continued)</u>	
(f) Working Class Cost of Living Index Numbers for Various Centres in India in October and November 1941.	17-18
<u>Agriculture.-</u>	
The Usurious Loans (Amendment) Bill, 1942: Non-Official Bill in Central Assembly.	19
<u>Navigation.-</u>	
Scheme of Compensation for War Injuries and War Damage to Effects.	20
<u>Professional Workers, Salaried Employees and Public Servants.-</u>	
(a) Leave Rules for Permanent Staff in Government of India Presses.	21
(b) Socialisation of Medical Profession: Suggestion by Dean of G.S. Medical College, Bombay.	22
<u>Co-operation and Cottage Industries.-</u>	
(a) Multi-Unit Co-operative Societies Bill, 1942.	23
(b) Development of Cottage Industry in India: Standing Finance Committee approves Grants.	23-24
<u>Living Conditions.-</u>	
<u>Spare Time:</u>	
Workers' Welfare in U.P.: Activities of U.P. Government Labour Welfare Department.	25
<u>Organisation, Congresses, etc.-</u>	
19th session of the All-India Trade Union Congress, Cawnpore, 8 and 9-2-1942.	26-30
<u>Education.-</u>	
Education in India, 1937-38.	31-32
<u>Social Policy in War Time:-</u>	
<u>Wages:</u>	
(a) Dearness Allowance for Low-paid Government employees: Cochin Government's Decision.	33
(b) War Allowance for Workers in Engineering Concerns: Recommendations of Indian Engineering Association.	33
<u>Control Measures:</u>	
(a) The Bengal House Rent Control Control Ordinance, 1942.	34
(b) Rubber Stocks Control Order, 1942.	34
(c) Bombay Brick Control Order, 1942.	34-35
(d) Bihar House Rent Control Order, 1942.	35
<u>Price Control:</u>	
(a) 4th Price Control Conference, New Delhi, 6 and 7-2-1942.	35-38
(b) Price Control in Bombay: Consumers' Advisory Committee set up.	38
<u>Employment:</u>	
(a) The Burma Regulation of Labour and Wages Ordinance, 1942.	39
(b) The Port of Rangoon Labour Control Ordinance, 1942.	39
<u>Industrial Disputes:</u>	
Bengal Government's Policy regarding Labour Disputes: Statement by Premier in Bengal Assembly.	40

Social Policy in War Time.- (continued)

Industrial Health and Safety:

- (a) Effect of Increased Hours of Work on Production: Views of Millowners' Association, Bombay. 41-43
- (b) Protection of Factories in War Time: U.P. Construction of Factories Order, 1942. 43

Safety Measures:

- (a) A.R.P. Shelters in Factories: Government of India's Suggestions to Provincial Governments. 43
- (b) Air Raid Protection for Workers; Discussions of Government of India with A.I.T.U.C. representatives. 44
- (c) Air Raid Protection for Calcutta Workers: Bengal Government's Proposal. 44

War Risk Insurance:

- Scheme for Compulsory Insurance of Factories: Progress of Proposal. 44-45

- List of the more important publications received in this Office during February, 1942. 46-47

NATIONAL LABOUR LEGISLATION

Government of India.-

The Workmen's Compensation (Amendment) Bill, 1942.

Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, introduced a Bill on 11-2-1942 to amend the Workmen's Compensation Act. In 1939 the Workmen's Compensation Act, 1923 (VIII of 1923), was amended (vide page 1 of our September 1939 report) with a view to relieving shipowners of their liability to pay compensation to seamen under the Act in respect of war injuries for which a payment could be obtained under any scheme of compensation made by competent authorities in the United Kingdom. Such schemes made in the United Kingdom provide for payment of compensation to seamen serving on ships registered under the Merchant Shipping Act, 1894. The Central Government has now, in pursuance of a Resolution adopted by the Indian Legislature, made a scheme called the War Pensions and Detention Allowances (Indian Seamen) Scheme, 1942, providing for payment of compensation in respect of war injuries sustained by seamen serving on ships registered under the Bombay Coasting Vessels Act, 1838, or under the Indian Registration of Ships Act, 1841. It is therefore necessary further to amend the Workmen's Compensation Act so as to take away from seamen any right to claim compensation under that Act in cases where they are entitled to compensation under the scheme made by the Central Government. The present Bill is intended to secure this object.

The Bill was passed by the Assembly on 16-2-42 & by the Council of State on 24-2-42. (The Gazette of India, Part I, dated 14-3-1942, pages 1 to 2.)
Chindusahar Times 17-2-42 & the Bombay Government of India.- Charan on 24-2-42

Indian Merchant Shipping (Amendment) Bill, 1942.

An official Bill was introduced in the Central Assembly on 11-2-1942 to amend the Indian Merchant Shipping Act, 1923, for the following purpose. The United Kingdom Compensation to Seamen (War Damage to Effects) Scheme, 1939, as amended, has been extended to the personnel of British ships registered in India under the Merchant Shipping Act, 1894, and a separate but closely similar scheme, called the Compensation to Indian Seamen (War Damage to Effects) Scheme, 1942, has been instituted by the Central Government for the personnel of ships registered under the Indian Registration of Ships Act, 1841, or under the Bombay Coasting Vessels Act, 1838. As a result, mariners (that is to say, the Master and members of the crew) of ships registered in British India, who sustain war damage to their effects, are entitled to compensation from the State. Under section 58A (1) (b) of the Indian Merchant Shipping Act, 1923 (XXI of 1923), however, an Indian seaman who is employed on a ship registered in British India and whose service terminates before the date contemplated in the agreement by reason of the wreck or loss of the ship is also entitled to receive compensation for loss of effects from his employers. To prevent the possibility of double claims, it is proposed to amend the Indian Merchant Shipping Act, 1923, so as to take away from Indian seamen any right to receive

compensation under that Act in cases where they are entitled to claim compensation under the Compensation to Seamen (War Damage to Effects) scheme or under the Compensation to Indian Seamen (War Damage to Effects) scheme, 1942.

(The Gazette of India, Part V, dated 14-2-1942, page 3).

The Bill was taken up for consideration on 16-2-1942 and adopted by the Assembly the same day. (The Hindustan Times, 17-2-1942.)

The Council of State adopted the Bill on 23-2-1942. (The Statesman, 24-2-1942.)+

Government of India.-

Draft Oil-fields Regulations, 1942. +

The Government of India has gazetted the draft of the Oil-fields Regulations, 1942, which it proposes adopting. The Regulations provide for (1) the submission of annual returns by oil-field managements relating to details of the oil-field, labour force, wages, accidents, epidemic diseases, details of electric apparatus and output, (2) notice being given to various government authorities of mining operations, abandonment or discontinuance, re-opening, change of name of ownership, and appointment of agent or manager, and (3) for the Mining Inspector being urgently informed of all cases of accidents and death from accidents. The Regulations also deal with the responsibilities of owners in the appointment of managers, and of managers in the appointment of sub-ordinates and the need for daily examination of machinery, apparatus and fittings. Rules regarding precautions against fire and other safety measures are also laid down.

The draft is to be taken into consideration by 15-5-1942.

(Notification No. M 1265 dated 31-1-1942: The Gazette of India, Part I, dated 7-2-1942, pages 300 to 306.)+

Government of India.-

Weekly Holidays Bill, 1941.

Reference was made at page 1 of our September 1941 report to the Weekly Holidays Bill, 1941, providing for weekly holidays to employees in shops, restaurants, theatres, etc., introduced in the Central Assembly on 27-10-1941. On 11-2-1942, Mr. Prior, Secretary, Department of Labour, Government of India, moved in the Central Assembly that the Bill be referred to a Select Committee.

In the debate on the motion, Mr. N.M. Joshi complained that the Bill was not comprehensive enough and did not, for instance, regulate the hours of work or prohibit employment of children or fix hours of opening and closing. He suggested that Government should have given power to provincial Governments to extend the application of the provisions of the Bill to other occupations.

Sir Henry Gidney strongly pleaded for the employees of banks getting a weekly holiday, while Mr. Bajeris objected to countrywide legislation in the matter and asked that it should be left to each shop and establishment and not to the provincial Government to fix a holiday according to its convenience and the convenience of customers.

Mr. Lalchand Navalrai demanded that the Bill should be made applicable to the whole of India without any option being left to provincial Governments.

Mr. Prior replying said that they felt that they went far enough if they gave power to provinces to apply a moderate act of benefit to a moderate number of people. It was possible under the Bill for provinces to go further; and he assured the House that the Bill would not interfere with provincial legislation already passed. Mr. Prior's motion for reference of the Bill to a Select Committee was accepted.

(The Hindustan Times, 12-2-1942.)-

Government of India.-

Industrial Statistics Bill, 1942. *

On 27-2-1942, Sir A. Ramaswami Madaliar, Commerce Member, Government of India, introduced in the Central Assembly the Industrial Statistics Bill, 1942, providing for the collection of statistics of certain kinds relating to industries. It has been felt for some time, by both the Central and Provincial Governments, that the quantity and nature of reliable information in regard to the progress of industries and of labour conditions available to them has been inadequate and that steps should be taken to effect an improvement in the matter. It was realized that the most important step necessary was to provide for a fuller compilation of industrial statistics. The limit of what could be achieved in this respect by relying merely on goodwill and the voluntary supply of information had been reached, and legislation was therefore considered to be necessary. The matter was placed before the Eleventh Industries Conference in December 1939 and the Conference of Labour Ministers held in January 1940. Both these bodies were of the opinion that the collection of statistics relating to industries and labour was most desirable and recommended that the Central Government should undertake legislation on the subject.

The Bill provides that Provincial Governments may organise the collection of statistics relating to any of the following matters. (a) any matter relating to factories, (b) any of the following matters so far as they relate to welfare of labour and conditions of labour, namely:- (i) prices of commodities, (ii) attendance of labour, (iii) living conditions of labour, (iv) loans to workers from money-lenders, (v) rents of dwelling-houses of workers, (vi) rates of wages, (vii) provident funds and other benefits provided for labour, (viii) Hours of work, (ix) employment and unemployment, and (x) industrial and labour disputes.

The scope of the compilation has found unanimous acceptance by all the Provincial Governments and the Bill is designed to enable Provincial Governments to collect information and to frame rules for the purpose. It is proposed that with a view to securing uniformity

in the procedure and the method to be adopted in collecting information, directions may be issued by the Central Government under section 126 (2) of the Government of India Act, 1935, where necessary.

(Summarised from copy of the Bill supplied to this Office with the Agenda papers relating to the Budget session of the Central Assembly).

The Bill was referred to a Select Committee on 5-3-1942.

(The Hindustan Times, 6-3-1942.)

Assam.-

Draft Rules re. Persons Exempted from Restrictive Provisions of the Factories Act.

The Assam Government has gazetted the draft of certain Rules under the Factories Act defining the conditions under which exemptions from the hours of work and allied provisions in the Factories Act are to be allowed. Unqualified exemption is to be granted for urgent repairs; qualified exemption is to be given to engine and boiler men, maintenance, packing, despatching and receiving workers, ^{and} workers in certain classes of continuous processes. In all cases, except work of urgent repairs, workers should not be allowed to work for more than 66 hours in a week.

The draft is to be taken into consideration by 18-5-1942.

(Notification No. GGN.84/42/3 dated 14-2-42:
The Assam Gazette, Part II, dated 18-2-1942,
pages 124 to 126.)

Bihar.-

Wound and Other Extraordinary Pensions Rules.

The Bihar Government has amended the Provincial Civil Service Regulations so as to provide for the grant of wound and other extraordinary pensions. The rules apply to all persons paid from civil estimates, other than those to whom the Workmen's Compensation Act, 1923, applies, whether their appointment is permanent or temporary, ~~on~~ on time-scale of pay or fixed pay or piece-work rates, who are under the rule-making control of the Provincial Government. The Rules provide for the grant of gratuities, or pensions on the lines of the U.P. Civil Service (Extraordinary Pensions) Rules, 1941 (vide page 3 of the June 1941 report of this Office.).

(Notification No. 913-F dated 2-2-1942:
The Bihar Gazette, Part II, dated
4-2-1942, pages 84 to 97.)

Madras

Madras

Application of Factories Act to Certain Classes of
Smaller Concerns.

In exercise of the powers conferred by sub-sections (1) and (2) of section 5 of the Factories Act, 1934 (XXV of 1934), and in supersession of all previous notifications on the subject, the Governor of Madras has declared that the provisions of the Factories Act specified in the third column of the schedule below applicable to factories shall apply to the classes of places in the Province of Madras specified in the corresponding entries in the first column of the said schedule whenever the number of workers ~~is~~ working therein is, or has been on any one day of the twelve months immediately preceding the date of this notification not less than the number specified in the corresponding entries in the second column thereof:-

SCHEDULE.

<u>Class of places</u>	<u>Number of workers employed</u>	<u>Provision of the Act.</u>
) (1)	(2)	(3)
1. All places wherein process of groundnut decorticating is carried on with the aid of power.	10	The whole Act.
2. All places wherein the process of rice-milling is carried on with the aid of power.	10	The whole Act.
3. All places wherein the manufacture of matches is carried on with or without without the aid of power.	10	The whole Act.
4. All places wherein the manufacture of confectionary is carried on with or without the aid of power.	10	The whole Act.
5. All places wherein paper printing or binding is carried on with or without the aid of power.	10	The whole Act.
6. All places wherein the process of type-casting is carried on with or without the aid of power.	10	The whole Act.
7. All places wherein engineering or blacksmithing work is carried on with or without the aid of power.	10	The whole Act.
8. All places wherein the process of tanning of skins or hides is carried on without the aid of power.	20	Sections 2 to 4, 9 to 14, 16 to 23, 25, 26, 30 to 32, 34 to 77 and 81.
9. All places wherein the process of cleaning of wool is carried on without the aid of power.	20	Do.

<u>Class of places</u>	<u>Number of workers employed.</u>	<u>Provision of the Act.</u>
10. All places wherein cashewnuts are handled without the aid of power.	20	Sections 2 to 4, 9 to 14, 16 to 23, 25, 26, 30 to 32, 34 to 77 and 81
11. All places wherein coffee seed is garbled without the aid of power.	20	Do.

(Notification No. 37; G.O. Ms. No. 338, P.W. (Labour) dated 4-2-1942; The Fort St. George Gazette, Part I, dated 10-2-1942, pages 167 to 168.)

Madras.-

Draft Madras Industrial Disputes Bill, 1942.

The Government of Madras has published the draft of the Madras Industrial Disputes Bill, 1942, which seeks to make provision for the promotion of peaceful and amicable settlement of industrial disputes by conciliation and arbitration and for certain other purposes. In the ~~the~~ statement of Objects and Reasons appended to the Bill, it is pointed out that the recent bus strike in the City of Madras and the strikes in industrial areas in the Province have revealed the ~~the~~ ineffectiveness of the existing machinery to deal satisfactorily with industrial disputes. (Under the Trade Disputes Act, 1928, the findings of a Court of Inquiry or Board of Conciliation are only recommendatory. Even if the parties to an industrial dispute agree to arbitration they can enforce the award of the arbitrator only by going to a civil court.) With a view to prevent production in factories from being hindered by ~~prolonged~~ protracted strikes and lock-outs, it is ~~considered~~ considered necessary to introduce legislation providing, among other things, for compulsory arbitration.

Exemptions.- The Bill does not apply to industries which are conducted or carried on by or under the control of the Central Government or by the Federal Railway Authority or by a railway company operating a Federal Railway. The provisions of the Bill will apply mainly to major industries employing not less than 250 persons.

Conciliation Machinery.- Conciliators will be appointed by the Government for ~~the~~ such areas as they think fit. It will be the duty of the conciliators to bring about a settlement of an industrial dispute within their jurisdiction. The Commissioner of Labour, Madras, will be the Chief Conciliator and his jurisdiction will extend to the whole of the Province. Every employer should submit to the Chief Conciliator a statement of the standing orders regulating the relations between him and his employees in respect of industrial matters. The Chief Conciliator will scrutinize these standing orders

and if he finds that any standing order does not comply with the provisions of the laws and regulations applicable to the industry concerned, he can direct the employer to modify the standing order so as to bring it into accord with such laws and regulations.

Arbitration Machinery.- There will be a Court of Arbitration for the Province, consisting of a Judge of the High Court of Madras nominated by the Government in consultation with the Chief Justice. Where conciliation has failed, either of the parties to an industrial dispute may submit the dispute to the Court of Arbitration. The Government have also the power to refer any industrial dispute to the Court of Arbitration in certain circumstances, irrespective of the number of persons employed in the industry concerned. Arbitration proceedings will be held by the Judge of the Court of Arbitration either sitting singly or in cases where the Government so direct with the aid of two assessors appointed by the Government. The assessors will be persons possessing special knowledge of the industry concerned or of labour conditions generally and may be either officials or non-officials. The decision of the Court of Arbitration on a reference made to it will be final and binding on all the parties concerned and cannot be called in question in any court of law.

Illegal Strikes and Lock-outs.- A provision has been made in the Bill specifying when strikes and lock-outs will be illegal. A strike or lock-out is illegal if it is commenced or continued (a) without 15 days' notice to the employer (or employees as the case may be), (b) in contravention of the ~~proceeding~~ procedure laid down in the Bill in respect of changes in standing Orders, (c) during conciliation or arbitration proceedings, and (d) in contravention of the terms of a settlement or an award.

Relation to All-India Legislation.- The provisions of the Bill will not affect any of the provisions of the Trade Disputes Act, 1929. No conciliation or arbitration proceeding can be held under the provisions of the Bill in respect of any matter or dispute when proceedings in respect thereof under the Trade Disputes Act, 1929, are pending.

The Bill is to be taken into consideration by 20-3-1942.

(The Fort St. George Gazette, Part IV-A, dated 17-2-1942, pages 3 to 18.).

Punjab.-

Extension of the Punjab Trade Employees Act to Certain Classes of Shops in Urban Areas.

The Punjab Government has gazetted the application of the Punjab Trade Employees' Act, 1940, to all shops at Ludhiana, Sialkot, Okara and Multan which have been licensed under the Punjab Excise Act, 1914, the Opium Act, 1878, and the Dangerous Drugs Act, 1930. Hotels, restaurants and bars as well as Chemists and Druggists shops will, however, be exempt as they are covered by item (1) of the Schedule to the Act.

(Notification No. 7343-I. & L.41/5382 dated 31-1-1942: The Government Gazette, Punjab, Part I, dated 6-2-1942, page 123.).

Baroda.-Shop Legislation in Baroda State:
Bill referred to Select Committee.

On 5-2-1942, Mr. Tambe introduced his Bill for regulating the conditions of work of trade servants (shop assistants, etc.) in the Baroda State Legislative Assembly; the Bill was referred the same day to a Select Committee for report.

(The Times of India, 9-2-1942.)

Gwalior State.-

Labour Legislation in Gwalior:
The Fatal Accident Act, 1942; The Employers' Liability Act, 1942;
The Employment of Children Act, 1942.

The Government of Gwalior State has recently adopted the following measures of labour legislation: The Fatal Accident Act, the Employers' Liability Act and the Employment of Children Act.

The Fatal Accident Act provides for claiming of damages in case of death of a workman by the survivors. The Employers' Liability Act provides for compensation to workmen by employers in case of personal injury. The Employment of Children Act legislates against employment of children of tender age in certain industries or occupations.

(The Hindu, 6-2-1942.)

CONDITIONS OF WORK

General

Labour Conditions in Indian Mines, 1940* ✓

Number of Persons Employed.- During the year 1940 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 328,196, as compared with 305,344 in the previous year. The increase was 22,852 persons, or 7.48 per cent. Of these persons 156,238 worked underground, 83,585 in open workings and 88,373 on the surface. The number of men who worked underground, in open workings and on the surface and the women who worked in open workings and on the surface were as follows:-

	<u>Men</u>		<u>Women</u>	
	1940	1939	1940	1939
Underground ...	156,238	146,827	..	..
In open workings	53,344	50,306	30,241	26,353
Surface ...	61,476	57,765	26,897	24,093
Total	271,058	254,898	57,138	50,446

Distribution of Workers: Coal Mines.- The daily average number of persons employed in coal mines was 209,173 which is 7,184 more than the number employed in 1939. Of these persons 54,327 were males employed in cutting coal, 35,560 were males employed as loaders of coal and 24,680 were women. The increase in the daily average number of persons employed in coal mines in 1940 as compared with 1939, is in proportion to the greater quantity of coal produced. Annual returns received of the number of persons actually at work and also of persons who should ordinarily have been at work but were absent on a selected day in February of each year show that on the day selected 272,313 persons were either at work or were prevented from attending work. This figure is 63,140 more than the average number of persons employed in coal mines during 1940.

Workers in other Mines.- The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 119,023 which is 15,668 more than the number employed in 1939. 86,565 were men and 32,458 were women.

Average Output of Coal per Person.- Figures of average output of coal per person in 1940 show that for British India as a whole, it was 181 tons in underground and in open workings and 125 tons in above and below ground as against 179 tons and 124 tons respectively in 1937-38. There was a general increase in the average output of coal per person employed except in Baluchistan, Assam and the Punjab. In comparing the figures with similar figures in other countries it should be remembered that both men and women are employed in Indian coal mines.

* Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1940. Printed by the Manager, Government of India Press, Calcutta. 1941. pp.191

Accidents.- During the year 1940 42 mines regulated by the Indian Mines Act, 1923, there were 261 fatal accidents which is less than in 1939, and 33 more than the average number in the preceding five years. In addition to the fatal accidents there were 1,410 serious accidents, involving injuries to 1,442 persons, as compared with 1,380 serious accidents, involving injuries to 1,410 persons in the previous year. 315 persons were killed and 1,483 persons were seriously injured. The latter figure includes 41 persons injured in fatal accidents. The number of persons killed was 29 more than in 1939. 305 persons killed were men and 10 were women. In addition, it was reported that 12,800 persons received minor injuries.

Causes of Accidents.- There was an increase in the death rate of men employed underground and on the surface and a decrease in open workings. With respect to women there was an increase in the death rate in open workings and a decrease on the surface. The causes of the fatal accidents have been classified as follows:-

	<u>No. of fatal accidents.</u>	<u>Percentage of total number of fatal accidents.</u>
Misadventure	197	75.48
Fault of deceased	21	8.05
Fault of fellow workman	10	3.83
Fault of subordinate officials.	20	7.66
Fault of management	11	4.21
Faulty material	2	.77
	<u>261</u>	<u>100.00</u>

Inspections and Prosecutions.- During the year 1,181 mines were inspected, many of them being inspected several times. 3,227 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining ~~advice~~ advice of safety matters. In the major coalfields a large portion of the time of the Inspectors was occupied in investigating cases of actual or threatened damage to dwellings and roads by reason of the underground working of coal mines, in dealing with underground fires and in examining protective works against risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as ex-officio Inspectors of Mines.

During the year, 61 prosecutions were launched involving 124 persons; 77 of the persons prosecuted were convicted. The case against 17 was pending at the end of the year, while that against 23 was withdrawn or dropped; 6 were acquitted and one died during prosecution.

Cost of living Enquiry.- In the period of May to August, 1940, a special officer, appointed by the Government of India, held an enquiry into the cost of living of labourers in the Jharia coalfield, the level of wages and changes in cost of living due to war conditions.

Protective Equipment.- Reference was made in the Annual Report for 1939 to the use of "safety hats" made of bamboo at a number of mines in the Jharia and Raniganj coalfields (vide page 11 of our February 1941 report). These hats are supplied to the workers free and their use is steadily increasing. At one group of mines in the Jharia coalfield an average of 2,665 bamboo hats were worn in each relay during 1939, whereas in 1940 at the same mines, 4,448 hats were worn.

Anti-Leprosy Work.- Anti-leprosy work was carried out by the Board of Health in co-ordination with the Asansol Leprosy Relief Association. The total number of cases was found on survey to be 5,622, of whom 1,290 were infectious. The incidence in collieries is 0.8 per cent., while in rural areas it is 1.7 per cent. All the collieries and the majority of villages are thoroughly surveyed by trained Leprosy Assistants once a year for detection of fresh cases in addition to periodic home-visiting which includes examination of contacts and advice about home isolation. 7,762 students were examined in 12 142 schools and the incidence was found to be 1.6 per cent. As a result of treatment in fifteen Leprosy clinics to 3,116 registered cases, 91 were discharged, 195 became symptom-free while 71 infectious cases became non-infectious. ✓

ECONOMIC CONDITIONS

Budget of Government of India for 1942-43:

War Expenditure Rs. 4 million per day.

The Budget of the Government of India for 1942-43, excluding the railways, was presented in the Central Legislative Assembly on 28-2-1942 by Sir Jeremy Raisman, the Finance Member. The budget disclosed a revenue deficit of Rs. 170 millions for 1941-42 and a prospective deficit on the present basis of taxation of Rs. 470 millions next year. The fiscal proposals to meet this large deficit revealed that only Rs. 120 millions are to be raised by additional taxation and that Rs. 350 millions are to be covered by borrowing.

Defence Expenditure;- Rs. 4 million a day.- The revised estimate of Defence expenditure of 1941-42 is placed at Rs. 1020 millions. This expenditure for 1942-43 is estimated at Rs. 1330 millions. The Finance Member stated that this was only a fraction of the total sum being spent in India on the war, and announced that the expenditure on Defence Services and Supplies that the Government of India expected to recover from His Majesty's Government, under the operation of the Financial Settlement, would exceed Rs. 4000 millions in 1942-43. The defence expenditure of the Government of India is estimated at Rs. 4 millions per day.

Budget Figures.- The following table gives the budget figures at a glance:-

Revised Estimates for 1941-42

Revenue	...	...	1296.2 millions
Expenditure	...	...	1468.9 millions
Deficit	...	...	172.7 millions

Budget Estimates for 1942-43.

Revenue	....	...	1400.0 millions
Expenditure	....	...	1870.7 millions
Deficit	....	...	470.7 millions
Fresh taxation	...	...	120.0 millions
Net Deficit	...	...	350.7 millions

Defence Expenditure - 1942-43.

Revised Estimates for 1941-42	1024.5 millions
Budget estimates for 1942-43	1330.0 millions

New Taxation Measures.- The new taxation measures taken, by which Rs. 120 millions of the total deficit of Rs. 470 millions will be covered, include;

(1) Increase in income-tax; a portion of the tax will, however, be funded for repayment after the war for assessees with incomes not exceeding Rs. 6,000. The taxable level is reduced to Rs. 1,000, but the assessees in this class can escape its incidence by paying a slightly larger amount into the Defence Savings Bank Account.

(2) An emergency surcharge of one-fifth on all customs

import duties, with a few exceptions. The duty on petrol is to be ~~export~~ increased from 12 annas to 15 annas. The excise duty on kerosene will be raised to the enhanced import duty.

(5) Increase in postal and telegraph rates, the letter rate being raised to 6 pice, the postcard remaining unchanged. Minimum rates for ordinary telegrams have been raised to 12 annas.

Points of Interest in Budget Speech.- In his speech introducing the budget, Sir Jeremy Raisman, the Finance Member, dealt with the major features of the industrial advance made by India because of war conditions and the intensified pressure of the forces resulting directly from the war situation upon the economic structure of the country. The following are relevant extracts from the speech:

Agriculture and Raw Materials.- "So far as agriculture and raw materials are concerned, the situation can most easily be judged in the light of the course of prices. Over the greater part of the fiscal year, the price-level has been rising sharply and indeed, the widespread demand for the control of prices is a confirmation of the strain which increased purchasing power in the hands of consumers, on the one hand, and the diversion of resources to the war effort, on the other hand, is imposing upon the economy of India. The full utilisation of the country's productive powers which, incidentally, are becoming increasingly diversified, has its counterpart in growing incomes and increased opportunities for employment. That is the favourable aspect of the war on the economic side. The growing shortages, the necessity for doing without, the sacrifices which all classes of community are now called upon to undergo - these, which are the inevitable consequences of the immense wastages which modern war involve - are the less welcome aspects of the economic situation. On the whole, however, this country has been fortunate; the balance has so far been greatly to her advantage. The fact that it has been possible during this period to wipe off virtually the whole of India's external debt shows that the country's overseas trade, in spite of all the obstacles presented by the shortage of shipping, has been amply maintained."

Industrial Advance.- Dealing with industrial development, he said: "Close relations have been established with the Indian Cotton Textile Industry, and by co-operation between the Directorate General of Supply and a Panel representing the Industry bulk purchases have been arranged on a very large scale. Something like 700 million yards of cotton textiles will be purchased during the year 1942-43. The Clothing Factories, multiplied ten-fold since the outbreak of war, are turning out more than 8 million garments a month. A new Parachute Factory has been set up, and the first Indian-made Statichutes have ~~been~~ passed their trials satisfactorily. The production of web equipment is being rapidly stepped up, and the output of leather goods has increased thirty-fold. Enormous quantities of timber are being extracted from the Indian forests, and a considerable sewing industry has been established which provides employment for a large number of people. Many new chemicals have been produced for the first time in India, and Indian sulphur will shortly be on the market. The Directorate General of Munitions Production has launched satisfactorily a large number of new projects. As a result of the recommendations of the Roger Mission, approval has been given to some 20 new projects involving in all a capital outlay estimated at roughly Rs. 120 millions, and these are now in various stages of execution. These projects involve the establishment of new factories

and the expansion of old ones for the production in India of weapons, ammunition, steel, and other stores in urgent demand for war purposes. The load on trade and railway workshops has also been substantially increased. Apart from fabricated engineering stores, the tonnage of which is very considerable, the output includes a large range of military requirements from armoured fighting vehicles and small auxiliary naval craft down to camp kettles. Steam-driven marine engines are in production, and India has made ~~xx~~ her first electric transformers. These results have been achieved by the ready co-operation of industrial concerns throughout India and of the Railway Administrations."

War Time Control Measures.- "There has also been an inevitable expansion in other spheres of Government administration to deal with special wartime problems. A Chief Controller of Imports has been appointed to regulate the Import Trade Control scheme; we have had to set up the Wheat Commissioner and the Controller of Coal Distribution and their staffs. An organisation has had to be created to administer the Petrol Rationing scheme and a Secretariat staff has been recruited for the (Post-War) Reconstruction Committee. The estimates also include Rs. 14.1 millions which have to be provided for setting aside additional War Risks insurance premia on goods."

Technical Training.- Dealing with the steps taken by the Government to accelerate technical training, he said: "The original Technical Training Scheme by which 15,000 men were to be trained for the technical branches of the Defence Services and Ordnance and Munitions factories has since been expanded to provide for the training of 48,000 men by the end of 1942-43. This is to cost Rs. 20 millions. A further expansion costing about ~~xxxxx~~ Rs. 2 millions is also being undertaken to meet the need of civil industry."

Excess Profits Tax.- "As regards the Excess Profits Tax, it is proposed to retain the existing rate of 66 $\frac{2}{3}$ per cent. to be levied on the profits of a further period of one year. Here also, however, we have introduced a new feature..... We feel that there is great force in the argument for the supreme importance of building up a reserve for the rehabilitation and re-equipment of national industries after the war. There is also a strong case for immobilising during the period of the war as much as possible of the excess profits earned and preventing postponable private expenditure from exerting an undesirable influence on the price level. To assist in securing these objects we are prepared to contribute an amount up to but not exceeding 1/10th of the net excess profits tax ultimately paid at the rate of 66 $\frac{2}{3}$ per cent., provided that the assessee deposits a sum equal to double this amount. The contribution thus placed in reserve by the assessee will be repayable within 12 months of the end of the war and will in the meantime earn simple interest at the rate of 2 per cent. per annum. The portion contributed by the Government will also be paid out after the war at such time and subject to such conditions as may hereafter be determined. Advice on the formulation of these conditions will be sought from the Post-War Reconstruction Committee."

(The Gazette of India Extraordinary
dated 28-2-1942.)+✓

Railway Budget for 1942-43:
Huge Surplus owing to War Conditions.

On 18-2-1942, Sir Andrew Clow, Railway Member, Government of India, presented in the Central Legislative Assembly the Railway budget for 1942-43. The actuals of 1940-41, the revised estimates of 1941-42, and the budget estimates of 1942-43 are given below:

1940-41	...	...Rs. 184.6 millions (actual surplus)
1941-42	...	...Rs. 262.0 millions (revised estimate of surplus)

Estimates for 1942-43

Revenue	...	Rs. 1284.7 millions
Expenditure	...	Rs. 1005.2 millions
Surplus	...	Rs. 279.5 millions

The budget estimate for 1942-43 assumes traffic receipts of Rs. 1255 millions, Rs. 15 millions less than in the current year. Total working expenses will amount to Rs. 707.5 millions about Rs. 22.5 millions less than the current year. Of the surplus of Rs. 279.5 millions, Rs. 201.3 millions will be transferred to general revenues, and Rs. 78.2 millions to the depreciation fund in repayment of loans.

State Railways Staff - 500,000.- The gross total works programme ¹⁹⁴²⁻⁴³ is slightly over Rs. 345 millions, including Rs. 200 millions for the purchase of the Bengal and North-Western and Rohilkund and Kumaon railways and two small branch lines. As a result of their purchase, and the purchase during this year of the Assam-Bengal and the Bombay, Baroda and Central India railways, the entire railway system of Northern India will, with the exception of unimportant light railways and some lines owned by Indian States, come under State management. The mileage under State management will increase from 17,000 miles to 24,000 miles and the number of railway employees in the service of the State will increase from 390,000 to over 500,000. The rest of the provision is, as usual, for track renewals, bridges and other structural works, rolling stock and an increase in the stores balance.

Effect of War Conditions.- In his speech introducing the budget, Sir Andrew Clow pointed out that the apparent prosperity of the railways, as indicated by huge surpluses, was entirely due to war conditions and should not be regarded as permanent. Dealing with other effects of the war on Indian railways, he pointed out how, on the one hand, railways had to meet increasing demands on account of an unprecedented increase in military traffic, production of supplies at an ever-increasing speed and the contraction of alternative means of transport and how, on the other, they had, besides facing difficulties in renewing their assets, to give up rolling stock and rails to meet defence requirements, which were difficult to replace, and to spare experienced personnel in growing numbers for military or ancillary services. Besides supplying rails from stock and rails set free by relaying, over 500 miles of railway line would be dismantled this year. He added that with the rising intensity of the war effort, there was little prospect of the railways meeting more than a proportion of the demands made upon them.

(The Statesman, 19-2-1942.) ✓

Manufacture of Internal Combustion Engines:
Government of India appoints Exploratory Committee. ✓

An Exploratory Committee under the chairmanship of Mr. J.C. Mahindra has been set up by the Government of India to examine the production of components or complete internal combustion engines offering prospects of immediate development with particular reference to war demands and the future development of an internal combustion engine industry in this country. Investigations, following the circulation of a questionnaire to Indian firms interested in internal combustion engines, have shown that four firms are manufacturing such engines and that a large number of small workshops manufacturing component parts of ferrous and non-ferrous material for standard engines are scattered all over the country. The firms are, however, experiencing difficulties in obtaining special steel and other component parts, normally imported, to build complete engines. The High Commissioner for India, London, has been requested to ascertain whether British manufacturers will be willing, and, if so, on what conditions, to aid in this scheme by offering their standard makes of engines under licence so that Indian resources may be fully utilised.

(The Hindu, 12-2-1942.) ✓

Central Transport Organisation for India:
Government of India's Decision.

Early in February 1942 the Government of India announced in a communiqué its decision to establish a Central Transport Organisation. The communiqué points out that railways are finding it increasingly difficult to carry public goods traffic in certain directions owing to essential demands from the defence services and that certain passenger services have had to be cancelled. It is deemed necessary, therefore, to make the fullest use of road and other forms of transport to relieve the situation. These forms of transport fall within the executive sphere of the provinces, but the Government of India decided to set up a Central Transport Organisation to devise means for achieving this object in consultation with Provincial Governments, Provincial Transport Boards, and the Railways. The Organisation is to be part of the Department of Communications and, in addition to the officer in charge, is to include the petrol rationing officer, and a technical officer to deal with questions relating to the use of alternative fuels, particularly producer gas.

A survey of the transport situation is to be made immediately and special officers will then advise provinces how to co-ordinate rail and road transport, where to use buses and where country carts. An important function of the central organisation will be to examine the question of alternative fuels, such as gas and power alcohol. It is recognised that as 75 per cent. of petrol is consumed by buses there would be a great saving of petrol if these vehicles can use an alternative fuel. Madras is making headway by using producer gas. Experience of the United Provinces in the use of power alcohol will be drawn on to increase production of this fuel from molasses. An important change which may be carried out is that previous restrictions on long runs by buses may be relaxed.

(The Indian Railway Gazette, February 1942, and the Statesman 7-2-1942.) ✓

Industrial Development of Indian States:
Bank Established in Bombay. ✓

Reference was made at pages 19 to 20 of our October 1941 report to the move initiated in Central Indian States to set up an Organisation and Bank to promote intensive industrialisation of Indian States and to finance the industrial ventures. In furtherance of the latter aim, it is understood that a bank with an authorised capital of ~~Rs.~~ Rs. 20 millions was registered in Bombay on 10-2-1942. The Jam Saheb of Nawanagar, Chancellor of the Chamber of Princes, is the patron of the bank, which has received the support of several princes of Central India and Kathiawar. The scheme envisages co-operation between the representatives of the Indian States and leading business men in British India.

Besides the usual banking business, this bank will undertake rural development work and the development of new industries within the States. It will also foster insurance and undertake the regulation of inter-State tariffs. The promoters of the bank propose to introduce modern transport facilities on a well-planned basis to facilitate industrial development in Indian States.

(The Times of India, 14-2-1942.) ✓
+

Working Class Cost of Living Index Numbers for Various Centres in India in October and November 1941. .

The index numbers of the cost of living for working classes in various centres of India registered the following changes during October and November, 1941, as compared with the preceding month:

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay for October 1941 fell by 4 points to 125 as compared with the previous month; in November 1941 it rose by 1 point to 126. The average for the calendar year 1940 was 112 as compared with 106 for 1939.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during October 1941 remained stationary at 92, but in November 1941 advanced by 2 points to 94. The average for 1940 was 79 as against 73 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during October 1941 was not available; in November 1941 it rose by 5 points to 95.

Nagpur.- The index number (base: January, 1927) of the cost of living in Nagpur in October 1941 remained stationary at 80 as compared with the preceding month; in November 1941 it rose by 4 points to 84. The average for 1940 was 70 as against 63 for 1939.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore during October 1941 remained stationary at 80; but in November 1941 rose by 2 points to 82. The average for 1940 was 67 as against 59 for 1939.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during October 1941 remained stationary at

115, but in November 1941 it rose by 3 points to 118. The average for 1940 was 107 as against 100 for 1939.

Vizagapatam.- The index number (base: year ending June 1936) of cost of living in Vizagapatam during October 1941 fell by 2 points to 118 as compared with the previous month; in November 1941 it rose by 1 point to 119.

Ellore.- The index number (base: year ending June 1936) of cost of living in Ellore during October 1941 fell by 2 points to 123 as compared with the previous month and remained stationary at 123 in November 1941.

Bellary.- The index number (base: year ending June 1936) of cost of living in Bellary during October 1941 remained stationary at 118, but rose by 3 points to 121 in November 1941.

Cuddalore.- The index number (base: year ending June 1936) of cost of living in Cuddalore during October 1941 rose by 1 point to 116, but fell by 1 point to 115 in November 1941.

Coimbatore.- The index number (base: year ending June 1936) of cost of living in Coimbatore during October 1941 fell by 4 points to 112, but rose by 3 points to 115 in November 1941.

Madura.- The index number (base: year ending June 1936) of cost of living in Madura during October 1941 fell by 1 point to 114, but rose by 3 points to 117 in November 1941.

Trichinopoly.- The index number (base: year ending June 1936) of cost of living in Trichinopoly during October 1941 remained stationary at 114, but rose by 3 points to 117 in November 1941.

Calicut.- The index number (base: year ending June 1936) of cost of living in Calicut during October 1941 rose by 6 points to 126, and rose further by 1 point to 127 in November 1941.

Cawnpore.- The index number (base: year ending August 1939) of cost of living in Cawnpore during October 1941 rose by 1 point to 134, and by 9 points to 143 in November 1941. The average for 1940 was 111.

(Extracted from the Monthly Survey of
Business Conditions in India, October and
November 1941 issue.)

60

NAVIGATION

Schemes of Compensation for War Injuries and War Damage to Effects.

Reference was made at page 44 to 46 of our February, 1941, report to the resolution adopted by the Central Assembly on 25-2-1941 to establish schemes providing for the payment from Central Revenues of compensation in respect of war injuries and war damage to effects sustained during the period of the present emergency by masters and seamen employed on sea-going service on ships registered in British India under the Bombay Coasting Vessels Act, 1838, or under the Indian Registration of Ships Act, 1841. In pursuance of this resolution, the Central Government has framed schemes of compensation on substantially on the same lines as the War Pensions and Detention Allowances (Indian Seamen, etc.) Scheme, 1941, adopted by the Minister of Pensions, Great Britain on 14-10-1941 and the Compensation to Seamen (War Damage to Effects) Scheme, 1939, adopted by the Board of Trade and the Minister of Shipping (vide pages 31 to 32 of our January 1942 report).

(Resolution No. 275-M.II (20)/41-War, dated 14-2-1942; The Gazette of India, Part I, dated 14-2-1942, pages 329 to 333.) + ✓

21

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS

Leave Rules for Permanent Staff in Government of India Presses. ✓

2 The Government of India has gazetted Rules to regulate the leave respectively of permanent salaried industrial employees below the grade of Overseer who entered Government service during the period 6th September 1928 to 15th July 1931, and of permanent piece-workers who entered Government service prior to 16th July 1931, in the Government of India Presses. These rules apply only to Government servants whose service is classed as Superior under Article 396, Civil Service Regulations. A brief summary of the Rules is given below:-

Permanent Salaried Industrial Employees.- The leave facilities of permanent salaried industrial employees in the Government of India presses, below the grade of ~~xxxxx~~ Overseer but not classed as 'inferior', who entered Government service during the period 6th September 1928 to 15th July 1931, are: (1) earned leave on average pay of one month for every complete period of 11 months' duty, with right to accumulate up to 4 months, (2) leave on ~~xxxxx~~ half average pay, on production of medical certificate, for six months at a time, subject to a maximum of 2 years in the employee's service period; leave without pay may be granted when no other leave is admissible, (3) injury leave at half pay rates may be granted to employees injured in circumstances which would have given rise to a claim for compensation under the Workmen's Compensation Act, 1923. Such leave is not to be deemed to be leave on medical certificate. It shall be granted from the commencement of disablement for ~~xxxxx~~ long as is necessary, subject to a limit of two years for any one disability and a limit of five years during an employee's total service.

Piece-workers.- Rules applicable to permanent piece workers, not classed as 'inferior' who entered service prior to 16-7-1931 are: (1) non-cumulative leave on average salary according to length of service: 16 days per year to those with less than 10 years' service, 23 days per year to those having between 10 and 15 years' service, 31 days to those with 15 years or more of service, (2) cumulative leave on half pay on production of medical certificate at the rate of one month for every complete period of 11 months' duty, (3) Leave without pay may be granted when no other leave is admissible. No continuous period of leave with pay shall exceed one year; any extension over one year shall be leave without pay. (4) Injury leave on the same terms ^{as above} to permanent industrial employees is also granted.

(Resolution No. F.-7(8)-R.1/42 dated 12-2-1942: The Gazette of India, Part I, dated 14-2-1942, pages 318 to 320.)

Socialisation of Medical Profession:
Suggestion by Dean of G.S. Medical College, Bombay.

Socialisation of the medical profession in this country, as ~~was~~ being ~~long~~ done of late in many progressive countries, was advocated by Dr. Jivraj Mehta, Dean of the Seth G.S. Medical College, Bombay, speaking at a meeting of the members of the Surat Medical Union on 18-2-1942.

Dr. Mehta desired the medical profession to consider whether it would not be in the interests of the country to socialise the medical profession and also whether until such an idea materialised, they should not start Medical Missions with well-qualified medical practitioners of sufficient hospital experience in charge. The first essential of such a scheme, he said, would be the starting of a special society for the purpose of providing medical relief in a missionary spirit. If sufficient numbers of philanthropists came forward, it would be possible to experiment in one district to start with. The medical missionaries could be given adequate salary, with free quarters and conveyance; arrangements will also be made for the proper education of their children and for their insurance. No private practice should be allowed, all fees being credited to the Society and utilised for the maintenance of the hospitals and dispensaries to be started by the Society. Once ^a beginning was made, the Medical Missions would be self-supporting and would need only relatively little monetary assistance to expand their activities. The medical missionaries would be life-members of the Society and would have, along with the philanthropists and organisers of the Society, an adequate voice in the management of the Society.

(The Bombay Chronicle, 25-2-1942.).

Multi-Unit Co-operative Societies Bill, 1942. ✓

The Multi-Unit Co-operative Societies Bill, 1942 (Official Bill) was introduced in the Central Assembly on 11-2-1942, with a view to regulate the activities of co-operative societies with objects not confined to one province.

The Statement of Objects and Reasons attached to the bill points out:

Multi-unit co-operative societies, that is to say co-operative societies operating over more than one province, are 'corporations' within the meaning of entry 33 in the List I of the Seventh Schedule of the Government of India Act, 1935, and the legislative and executive jurisdiction in respect of their incorporation, regulation and winding up is exclusively Central. Any provisions of the Co-operative Societies Act, 1912, or of the Provincial Co-operative Acts which might purport to vest executive jurisdiction in respect of such multi-unit societies in provinces can have no valid basis. It is, therefore, necessary to legislate for the incorporation, regulation and winding up of co-operative societies operating over more than one province.

The Bill applies to the multi-unit societies the existing legislation applicable to societies operating within a single province. It will apply to all multi-unit societies irrespective of the nature of their work. Provision has been made to enable the Government to appoint a Central Registrar but as the number of multi-unit societies in existence at present is small, it is proposed to entrust the functions of the Central Registrar to the Provincial Registrars until the growth in the number of multi-unit societies makes the appointment of a Central Registrar necessary.

(The Gazette of India, Part V,
dated 14-2-1942, pages 16 to 18.) ✓

Development of Cottage Industry in India:
Standing Finance Committee approves Grants. ✓

The Standing Finance Committee of the Central Legislative Assembly has approved proposals for the continuance of grants-in-aid for the development of the handloom weaving industry, the sericultural industry and cottage and small-scale woollen industries.

Handloom Industry.- The protection to the cotton textile industry which was to expire on March 31, 1939, was extended in 1939 up to March 31, 1942, by the Indian Tariff (Third Amendment) Act of 1939, the rate of protective duty remaining unchanged. In view of the fact that the circumstances which had rendered the assistance to the handloom weaving necessary were to continue till March 31, 1942, it was considered at that time that the grants-in-aid should also continue to that date. The Government of India, therefore, decided to continue the grant at the rate of Rs. 500,000 till March 31, 1942. It was explained to the Standing Finance Committee that as there was a possibility of the continuance of the protection to the cotton textile industry beyond March 31, 1942, it was proposed to continue the grant-in-aid for the handloom weaving industry at the same rate for another year, i.e., up to March 31, 1943. This was accepted.

Sericultural Industry.- The Government of India has been making a grant of Rs. 100,000 since 1935-36 for the development of the sericultural industry. The grant is administered by the Imperial Sericultural Committee and is utilised principally for the increased production of disease-free seed and, to some extent, for carrying out research on silk-worm diseases. It is likely that the protection to the sericultural industry will be continued beyond March 31, 1942. The Committee agreed to continue the grant-in-aid on the existing scale up to March 31, 1943.

Cottage and Small Industries.- The war has given a definite impetus to the blanket weaving industry and the experience gained in the supply of war orders is being utilised for effecting technical improvements and to organise workers. The Supply Department has found it useful to utilise the industries to supplement the mill supplies in respect of Army blankets. Army blankets booked with different provinces and States by the Supply Department during 1941-42 alone number nearly 2,000,000. In 1935 the Government of India decided to make a grant of Rs. 500,000 spread over the quinquennium 1936-37 to 1940-41 for the benefit of cottage and small-scale woollen industries. The Standing Finance Committee agreed to the proposal to extend the grant for a further period of one year, i.e., up to March 31, 1943.

(Indian Information, New Delhi,
15-2-1942.)+ ✓

Spare Time

Workers' Welfare in U. P. ;
Activities of U.P. Government Labour Welfare Department. ✓

Reviewing the activities of the Labour Welfare Department, U.P. Government, Dr. R.B. Gupta, Labour Officer, in the course of a speech at the annual function of the Department held at Cawnpore on 15-2-1942, said that during the period 1937 (the year in which the Department was set up) to 1942 five welfare centres had been started at Cawnpore and an equal number in other industrial towns, including Lucknow, Allahabad, Hathras and Firozabad. Each welfare centre was equipped with a dispensary, a reading room and library, a games room, a refreshment room and a gymnasium. At Cawnpore, Allahabad and Lucknow, a women's and children's section was also attached to each welfare centre. He said that the year 1941 witnessed considerable expansion in women's and children's welfare activities. At each centre there were now a health visitor and an assistant health visitor.

(The Statesman, 16-2-1942.) ✓

19th session of the All-India Trade Union Congress, Cawnpore,
8 and 9-2-1942.

The 19th session of the All-India Trade Union Congress was held at Cawnpore on 8 and 9-2-1942, under the presidentship of Mr. V.R. Kalappa. About 200 delegates from almost all the Provinces and representing different affiliated organisations were present. Pandit Jawaharlal Nehru and the Director of this Office were among those present by special invitation.

Reception Committee Chairman's Address.- Pandit Balkrishna Sharma, Chairman of the Reception Committee, in his address welcoming the delegates, reviewed briefly the history of labour legislation in India, and pointed out that almost at every stage Indian employers had obstructed the organisational development of Indian workers. He stressed that the two world wars have conclusively shown that the capitalist system has outgrown its usefulness, and that this truth is being recognised even by Anglo-Indian papers like the Statesman, which, in a recent editorial ~~is~~ on the subject of a visit of the Russian trade union delegates to British munition factories, admitted that "the profit-motive still rules industry, and organisation for profit is not the same thing as organisation for the country's need".

He pointed out how, during and immediately after the last war, prices rose to phenomenal heights, and industries in general were making enormous profits, while the workers were kept on the old wages which lagged far behind the rapid rise in prices. Thus was laid the foundation of that industrial strife, on account of which not only millions of man-days were lost to industry, but much fierce bitterness and hatred were born in human breasts. He pleaded that employers, remembering the bitter experiences of the past, should co-operate in the bringing about of a new order based on social and economic justice.

Dealing with the insistent need for grant of increased ~~in~~ wages to labour consequent on rise in prices due to war conditions, he pointed out that, while the recent dearness allowance grants in the textile mills of Cawnpore ranged between 15.6 per cent. for workers getting between Rs. 75 and Rs. 150 per month and 31.3 per cent. for those getting Rs. 19 and below per month, prices and the general cost of living had risen far beyond these proportions.

Presidential Address.- Dealing with the workers' attitude to the war, the President, Mr. Kalappa, said that the A.I.T.U.C. had been adopting resolutions opposing War for some time past. It was always the firm belief of Indian workers that wars are the handmaids of Capitalism. Indian workers are not anti-British or anti-any-other-nation, but they are opposed to Imperialism of all denominations: British, Nazi, Fascist or even Soviet, if Russia drifts into that creed. The War Resolution adopted by the A.I.T.U.C. at its Bombay session in September 1940 permitted freedom of action to individual unions, and no obstacle was placed in the way of those who desired to carry on pro-war propaganda. (The text of the Bombay resolution referred to is given at page 44 of the Report of this Office for September 1940). The object of this resolution was to show that Indian workers were in favour of co-operation in the war effort only

subject to certain reservations; they are engaged in munition factories, production of war material and transport services primarily for their living.

Condemning recent fissiparous tendencies among Indian trade unionists, he said that there was no justification for certain workers to break away and start a rival organisation under the guise of an anti-Fascist front (vide pages 51-53 of November 1941 report). In order to avoid splits, the A.I.T.U.C. constitution has laid down the principle that all political questions as well as questions of strikes and affiliation with any foreign organisation can be decided only by a three-fourths majority. Further, owing to the weightage in voting given to small unions, the danger of any one union, or workers of any one industry, dominating the A.I.T.U.C. has been avoided. With such safeguards, no group or party can labour under any serious grievance. The starting of new rival organisations is greatly to be deprecated, and if sympathy for Russian workers is at the bottom of the split, the slogan of the disruptive forces would appear to be "Workers of the World, Unite; Workers of India, Divide".

Referring next to the complaint from certain quarters that the A.I.T.U.C. had not given a lead on the war issue, he asserted that in the existing circumstances all that that body could do was to state the position of the organised workers and leave it there. Some critics of the A.I.T.U.C. argue that by supporting Britain's war efforts, Fascism will be destroyed, and that this would be followed by the establishment of Socialism in Great Britain and India. He asked whether, even if England did become socialist, it necessarily followed that in India a Socialistic State will automatically be established. "At present the British workers enjoy national independence. Has that meant similar independence to India? To say that by defeating Hitler, Nazism or Fascism will be wiped out and Socialism established is to go even beyond the Atlantic Charter which defines the war aims of the Democracies."

Regarding Russia, he said that while Indian workers' sympathies were with that country, all that they could do in their enslaved condition was to send a medical mission or a small contribution to the Russian War Fund. Nor can the workers understand why the avowedly anti-Fascist Indian admirers of Soviet Russia should be kept in prison in this country. He protested that trade unionism was being repressed under the Defence of India Act. Although the Government of India had assured that no one will be kept under restraint for pursuing normal trade union activities, Provincial Governments have been trying to eliminate active workers and office-bearers of labour organisations. Further, even strikes which were intended for purely economic relief have been put down by questionable methods. He also pleaded that the detainees against whom no offences have been proved in court should be released.

Discussing the political activities of trade unionists, he deprecated the view of certain employers that workers should take no part in politics, but at the same time held that no political party should seek to impose its politics on the workers. Left to themselves, Indian workers are not anti-national, but if their support were to be canvassed by different political or communal organisations, the loyalties of the workers will be divided to the detriment of their own solidarity, if not to the detriment of the struggle for freedom.

Finally, referring to the increasing cost of living, he pointed out that the dearness allowance paid in most of the industries was not

adequate, and said that he would prefer a policy of control of prices to dearness allowance, as the incidence of the latter fell ultimately on the consumer.

Dr. P.P. Pillai's Speech.- At the request of the President, Dr. P.P. Pillai, Director of the Indian Branch of the I.L.O., addressed the session. He emphasised the critical nature of the present times, outlined the important part Indian labour had to play in achieving victory for democracy, and the significant contributions that the I.L.O. was making ~~in~~ in the difficult sphere of post-war social reconstruction. He pointed out that the totalitarian powers were ~~challenging~~ challenging the very principle of democracy, and that this did not suit India and Indian labour. The economic weapon was the most formidable weapon in the armoury of modern warfare, and in the forging of this, Indian labour had a decisive part to play. Referring to the deterioration in standards of living occasioned by rise in prices due to the war, he said that Government and employers were studying how best to minimise the workers' sufferings.

Dealing with the war situation, he said that the fact that America and Russia were in the war furnished the surest guarantees of ultimate victory. Another reassuring factor was that, though it had to leave Geneva, the I.L.O. was functioning from Montreal. Much of the credit of this, he pointed out, was due to the heads of the I.L.O. - Mr. Winant and Mr. Phelan - whose devotion to the cause of labour was well-known in India and appreciated by leaders like Pandit Jawaharlal Nehru. The vitality of the I.L.O. was testified by the fact that its New York Conference ~~was~~ of October-November 1941 was attended by 35 countries, in spite of ~~the~~ the European countries having been over-run by the Nazis. It was significant that the first international conference of the democratic countries held after the outbreak of the war was this Conference, and that President Roosevelt himself addressed its last session. The I.L.O., he pointed out, was thus today the spear-point of world democracy. He then dwelt upon the New York Conference resolution on reconstruction and appealed for India's full co-operation. The I.L.O., he claimed, stood for strict international accountability, and therefore Indian labour should have no difficulty in according this rallying point of world-democracy its fullest support.

Pandit Jawaharlal Nehru's Address.- Pandit Jawaharlal Nehru, who next addressed the session, said that India's premier organisation (the Indian National Congress) had ^{and} rightly expressed its sympathies towards other countries like China, ^{and} Russia, but the first concern of Indians was to see that their country was free. If India was free, she would have decided by her own will to side with Britain. While he totally disliked Nazism, he condemned British imperialism also, and charged Britain with making India incapable of defending itself; nevertheless, if India was attacked by any foreign country, she would continue to resist; she was fated to oppose all until she was free.

He pointed out that India would have developed industrially if she was free, but the British Government had not allowed her to industrialise herself, and had placed handicaps in the work of the National Planning Committee of which he was the president. He referred to the slogans "People's War" and "Workers of the World, Unite", ~~and~~ said that ~~this was~~ not the slogan of the kisans and mazdoors of this country, and pointed out that, if the workers of ~~the world~~ had united, the world's map would have been different.

27

Resolutions

A.I.T.U.C.'s Attitude to War.- Alternat~~ive~~ resolutions tending to define the attitude of the A.I.T.U.C. towards the war moved by the Communist Party and the Congress Socialist Party were discussed at great length, but, as neither side obtained the necessary three-fourths majority, no resolution on the subject was passed.

The Communist Party's resolution declared ~~that~~ the present war to be an all peoples' war against Hitlerism and Fascism, and called upon the Indian National Congress to call off satyagraha and the boycott of legislatures and local bodies. The resolution also called upon the National Congress to come to an agreement with the Muslim League, whereby they would share power in the provinces, thus uniting the people for a vigorous parliamentary activity and to achieve India's full and effective co-operation in the war. The resolution called upon workers to help to increase India's war effort a thousandfold.

The Congress Socialist Party's resolution was as follows: "The A.I.T.U.C., while reaffirming the principle of the resolution passed at Bombay at its last session in 1940, takes note of the situation created by the German aggression against the U.S.S.R., the Japanese aggression in the Far East, and the approach of the war to India's gate, and is of opinion that, to enable the workers of India to take part enthusiastically and effectively in India's defence, and for that purpose to co-operate with other nations, the immediate transference of power to the people of India is absolutely necessary."

The text of the more important of the other resolutions adopted is given below:-

(1) Recognition of Trade Unions and Factory Committees.- This session of A.I.T.U.C. notes with disapproval ~~of~~ the ever-increasing cases of victimisation of workers for their trade union activities. Such action on the part of the employers during the war period not only encroaches upon the right of the workers to organise themselves, but also interferes with the productive capacity of labour itself. The A.I.T.U.C., therefore, urges upon the Government and the employers to recognise the Trade Unions and their Factory Committees, wherever they exist, to undertake joint consultations and action in the sphere of production.

(2) Memorandum of the Working Committee.- This meeting notes with regret that the Government of India did not take any action to give effect to the memoranda of the Working Committee of the A.I.T.U.C. during the Conference of the representatives of the A.I.T.U.C. with the Hon'ble Member for Labour of the Government of India, and urges upon the Government to take immediate steps for giving effect to the proposals of the Working Committee as minimum requirements of labour in respect of the matters dealt with.

(3) This meeting urges upon the Provincial Governments to implement the recommendations of the Labour Inquiry Committees appointed by those Governments to investigate and report on labour conditions.

(4) Appeal to Workers during Panic in an Air-Raid. This meeting considers that workers should not be unnecessarily panic-stricken on account of the war, but stick to their posts of duty, and demand rights and privileges which they are entitled to under the circumstances and which are denied to them.

(5) National Services Ordinances.- The A.I.T.U.C. urges upon the Government of India the immediate establishment of a Central Advisory Committee, as well as Advisory Committees, for various industries, Provinces and areas, with adequate and satisfactory representation of Labour for consultation in matters which affect the interest of the working class on account of any action or policy which Government may adopt during the period of war emergency.

(6) Ordinances of Government affecting the Freedom of Labour.- This meeting views with great disapproval the policy adopted by the Government of gradually introducing and enforcing ordinances and legislation affecting the labour and trade union activities adversely on the plea of war emergency, without consulting the representatives of Labour, and urges upon the Government modifications of all such Ordinances and legislation in such a way that the workers' fundamental rights will not be unnecessarily interfered with.

(7) Increase in Basic Wages and Grant of Dearness Allowance.-

(a) This meeting of the A.I.T.U.C. urges upon the Government of India to take effective steps for control of prices of essential commodities, in order to preserve the standard of living of the workers.

(b) This meeting also urges upon the Central and Provincial Governments to protect the standard of living of the workers. There has been a serious wage-cut in almost all the industries, so that the basic wages of the workers have sunk lamentably. The A.I.T.U.C., therefore, demands a 25 per cent. increase of the basic wages in all industries.

(c) Since the declaration of the war, there has been a continued and phenomenal rise in prices of all commodities, particularly the essential articles, to the extent of 50 per cent. and more. The A.I.T.U.C., therefore, demands that an adequate dearness allowance be granted to all the workers.

(8) Protective Measures, and Compensation for War Risk.- This meeting considers that the workers engaged in various industries, particularly those working in Emergency Areas and in essential services, declared so, are taking great risk in remaining at their posts. The Government, therefore, is urged to see that adequate protective measures are taken for the safety of the lives of these workers, as well as their dependents, and to arrange to pay adequate compensation to them and their dependents in case of injury or death.

Office-bearers for 1942.- The following were elected office-bearers for 1942: President - Mr. V.V. Giri; General Secretary - Mr. N.M. Joshi; Assistant Secretaries - Mr. R.A. Khedgikar and Miss Shanta Bhalerao; Treasurer - Mr. Laljee Pense. Five Vice-Presidents and 11 Council Members were also elected.

(A copy each of the addresses ~~each of the addresses~~ of the President and the Chairman of the Reception Committee, and the Report of the General Secretary of the A.I.T.U.C. for the period October 1940 to December 1941 has been sent to ~~you~~ Montreal on 19-2-42 by ordinary mail.)

Education in India, 1937-38.*

Stress on Vocational Bias.- The Report on the educational progress in India during 1937-38, recently issued, records that the outstanding events of the year were the publication of two important reports. The first of these was Report on Vocational Education in India by Mr. A. Abbott, C.B.F. and Mr. S.H. Wood, both of the Board of Education, England (vide pages 84 to 86 of our July 1937 report). The second document was the report of the committee appointed by the All-India National Education Conference, Wardha, under the chairmanship of Dr. Zakir Husain, Principal of the Jamia Millia Islamia, Delhi. The system of education embodied in this report was the well-known Wardha scheme which owed many of its special features to the inspiration of Mr. Gandhi (vide pages 33 to 34 of our January 1938 report). Both these reports, which have this in common that they stress the urgent need for giving a more practical bias to the aims and methods of instruction, were considered by the Central Advisory Board of Education at its third meeting held in January 1938. So many issues emerged during the course of discussion that a more detailed examination of the proposals was felt desirable. Accordingly, the Board appointed a special committee to examine the system of educational reconstruction set out in the Wardha scheme in the light of the Wood-Abbott Report and other relevant documents, and to make recommendations.

Other Activities of Central Advisory Board.- At the same meeting the Board also had under consideration Reports from two of its standing committees, viz., the Vernacular Education Committee and the Women's Education Committee which met in September 1937 to consider certain questions connected with the administration and control of primary education, and the curriculum of girls' primary schools in India respectively.

Activities of Provincial Governments.- Provincial Governments also carried out investigations mostly of a comprehensive character into the general organisation of education. In Bombay, four special committees were appointed to report on physical education, adult education, vocational education and the training of primary school teachers. The Bihar Government set up one committee to advise them on question of educational reform and another to consider the possibility of using Hindustani as the common medium both for instruction and the preparation of text-books. Orissa also constituted two committees, one to consider certain questions relating to the re-organisation of secondary education, including the deprovincialisation of Government high schools, and the second to explore the desirability of establishing a separate University for Orissa. The Punjab Government, gravely concerned at the ever increasing unemployment of the educated youths, appointed a committee to study this problem. In the Central Provinces there was inaugurated the 'Vidya Mandir Scheme' which contemplates that "every village or group of villages within a radius of a mile having no school and where about 40 boys and girls of school-going age are available shall have a 'Vidya Mandir'".

* Bureau of Education, India. Education in India in 1937-38. Published by the Manager of Publications, Delhi. 1941. Price Rs. 2-8-0. pp.109

The novel device embodied in this scheme for liquidating illiteracy without adding seriously to the burden on the provincial exchequer ~~of~~ obtaining gifts of land to be utilised for the support of the schools has attracted considerable attention. Generally speaking it is exposed to the same criticism as that levelled against the self-supporting principle in the original Wardha scheme, viz., that sound educational practice is unduly subordinated to economic considerations. Schools which are worthy of the name must cost money and cannot be expected to pay for themselves by the products of their pupils.

General Progress.- Within the prescribed limits, however, some definite signs of progress are recorded during the year under review. The percentage of pupils under instruction to the total population has advanced from 5.01 to 5.18 in recognised institutions and from 5.21 to 5.39 in all institutions. The wastage percentage between classes I and IV in primary departments has decreased from 72 to 70 in the case of boys and from 86 to 84 in the case of girls.

Number of Institutions.- The total number of institutions decreased by 1,702 to 226,253. The main decreases were 2,092 in Madras and 1,330 in Bengal, and these were due chiefly to the reduction in primary schools as a result of a deliberate policy of eliminating ill-attended and inefficient schools. All the other ~~main~~ major provinces, except the Punjab, showed a numerical advance.

Number of Students.- The total enrolment has risen to 13,831,860, the increase in the number of pupils under instruction in all institutions amounting to 448,896, the highest annual increase recorded since 1928-29. All the provinces and areas shared in this except Delhi, Baluchistan and Bangalore. The decreases in Delhi and Baluchistan which amounted to 208 and 690 respectively were due entirely to a reduction in the number of unrecognised institutions. The largest increase occurred in Bengal in spite of the fact that there were 1,330 fewer institutions. The increase in enrolment was common to ~~sixty~~ all types of institutions, both for males and females with the exception that the enrolment in professional colleges for women decreased slightly by 21 pupils.

Expenditure.- The total expenditure on education rose by Rs. 5,846,620 to Rs. 269,864,484. This, however, falls short of the total expenditure in 1930-31 by approximately Rs. 13,300,000 and shows that the provinces have not yet recovered from the financial depression which set in in 1930-31. The expenditure figure fell to Rs. 257,875,868 in 1932-33, since when there has been a gradual upward tendency though at the present rate of increase it will take another three years before it is back at the figure of 1930-31. All areas except Bihar, the North-West Frontier Province, Orissa, Coorg, Delhi and one or two minor districts recorded increases in their total expenditure. The largest increase (Rs.1.75 millions) occurred in Bengal; this was followed by Madras with Rs. 1.74 millions, Bombay with Rs. 1,01 millions and the Punjab with Rs. 790,000.

For British India as a whole, the total increase of Rs. 5.847 millions of ~~rupees~~ over the figures for 1936-37 was made up of Rs. 4.319 millions from Board funds, Rs. 3.231 millions from fees and Rs. 2.068 millions from 'other sources' while expenditure met by Government declined by Rs. 3.971 millions of rupees. The increase in fees was due to a large enrolment rather than to any general raising of the fees charged.

Wages

Dearness Allowance for Low-paid Government employees:
Cochin Government's Decision.

In view of the all-round increase in the cost of living due to war conditions, the Cochin Government has, in February 1942, sanctioned a scheme for the grant of a special compensatory cost of living allowance for the benefit of the Government servants. The allowance will be at a flat rate of Re. 1 per mensem to Government servants in receipt of pay not exceeding Rs. 25 per mensem, including employees under the Municipalities, Land Mortgage Bank and similar institutions under the control of the Government.

(The Hindu, 12-2-1942.)

War Allowance for Workers in Engineering ~~Industry~~
Concerns: Recommendations of Indian Engineering Association.

In January 1940, the Indian Engineering Association had suggested to its members that temporary allowances ranging from 7½ per cent. to 10 per cent. of the pre-war wages might be paid to workers in order to meet the increased cost of living. It was also indicated that a sliding scale on the following lines might be adopted:-

<u>Daily paid workers</u>	<u>Suggested allowance</u>
Daily wages not over Rs. 20/- per month	Rs. 2-0-0 per month
Daily wages over Rs. 20/- but not over Rs. 40/- p.m.	Rs. 2-8-0 per month
Daily wages over Rs. 40 but not over Rs. 60 p.m.	Rs. 3-8-0 per month
Daily wages over Rs. 60 per month.	Rs. 4-8-0 per month

Monthly paid workers:

Under Rs. 100 per month	As daily paid workers
Rs. 100 per month but not over Rs. 150 per month	Rs. 7-8-0 per month
	(Subject to maximum wage of Rs. 150 per month.)
over Rs. 150/- per month.	Nil.

In January 1942, the Committee of the Engineering Association, having reconsidered the original recommendations in the light of the subsequent rise in the cost of the necessaries of life, recommended to members that the sliding scale of temporary war time allowance suggested in 1940 be increased by a flat increase up to Rs. 3 per month, or 3 pies per hour, provided that in no case shall the total revised allowance exceed 25 per cent. of the basic wages earned. It is pointed out that in many cases firms grant various privileges to their workers such as provident fund contributions, attendance bonus, etc., and that these cannot be disregarded in calculating the allowances given by individual concerns, and it is, therefore, suggested that the allowance given together with such concessions of the nature indicated above should not be more than the 25 per cent. recommended.

The war allowance is a temporary concession and will be withdrawn after an appropriate fall in the cost of living. (Industrial Bulletin (Organ of the Employers' Federation of India) No. 361, dated 16-2-1942.),

34

Control Measures

The Bengal House Rent Control Ordinance, 1942.

On 20-2-1942, the Government of Bengal issued the Bengal House Rent Control Ordinance, 1942, controlling house rents in the areas in the province to which the Order has been extended by notification. Landlords are prohibited from charging a rate of rent which exceeds by more than 20 per cent. the rent that was being paid on the date fixed by the Government, or, if the house was vacant, more than 20 per cent. of the rent which ~~the~~ in the opinion of the Rent Controller would have been paid on that date. The Order also prohibits the payment of "salami" (premium for letting the premises).

(Notification No. 779J dated 20-2-1942; The Calcutta Gazette Extraordinary Part I dated 20-2-1942, pages 41 to 43.)

(Note.- The order has been promulgated as the exodus owing to war conditions from Calcutta City to the rural areas in the Bengal Province has substantially increased house rents in rural areas; the present order is intended mainly for such areas.) +

Rubber Stocks Control Order, 1942.

The Government of India has gazetted the Rubber Stocks Control Order directing every owner of an estate or factory and every dealer to submit to the Central Government (a) within fourteen days from the date of the issue of the Order, a return in respect of the stocks of all grades of rubber in hand on the said date; (b) on or before the 15th day of every month commencing with the 15th March 1942, a return of the amounts of all grades of rubber ~~required~~ acquired and utilised or disposed of by him during the preceding month and in his possession on the last day of the preceding month.

The Order also requires every owner of an estate or factory and every dealer to maintain proper accounts of stocks.

(Notification No. 273 (1)-Tr. (I.E.R.)/42
(1) dated 20-2-1942; The Gazette of
India Extraordinary dated 20-2-1942.)

Bombay Brick Control Order, 1942.

The Government of Bombay has found it essential to impose statutory control on the distribution of bricks produced at certain brick manufacturing centres in Bombay Suburban District and parts of the Thana District in order to ensure that the best use is made of supplies available, in the interests of meeting Military and Civil Defence (A.R.P.) requirements, while reserving sufficient quantities to meet those essential civil needs which are necessary for preserving the efficiency of Government services, public supply undertakings, Local ~~Body~~ Bodies and civil industry. A Brick Controller has accordingly been appointed to control production and distribution of bricks in the above areas. He will also regulate prices at which bricks are sold

35
in these areas. Under the Brick Control Order, a licence from the Brick Controller is necessary before any person or body can acquire bricks whether from a producer or a stock holder in these areas.

(Press Note No. 154 dated 20-2-1942 issued by the Director of Information, Bombay.).

Bihar House Rent Control Order, 1942.

The Government of Bihar has promulgated on 24-2-1942 the Bihar House Rent Control Order, 1942, which extends to the whole of the Province and is to come into force in any local area by notification. After the date of the commencement of the Order, a landlord is not to charge salami or premium for letting any house or for renewing the lease of any house. Where a tenant is, on the date of the commencement of this Order, in possession of any house on a tenancy from month to month, (a) he is not to be ejected except for non-payment of rent or breach of the conditions of the tenancy; and (b) the landlord is not to increase the rent which was, on the date of commencement of this Order, payable for such house. Any increase in rent is to be effected by a Controller appointed for the purpose. The Order also ~~notification~~ indicates the principles on which the Controller is to fix or alter rents.

(Notification No. 619-P.C.-12/42-Com. dated 24-2-1942: The Bihar Gazette Extraordinary, dated 25-2-1942.) +

Price Control

4th Price Control Conference, New Delhi, 6^{and} 7-2-1942.

The Fourth Price Control Conference was held at New Delhi on 6 and 7-2-1942, Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, presiding.

President's Speech. - How the problem of price control was affected by factors such as the transport position, increase of currency in circulation, the ban on exports of certain commodities imposed by some provinces and States and the policy followed by them of building up stocks of foodstuffs was explained by Sir A. Ramaswami Mudaliar, Commerce Member, in his opening address. As regards the ban put by certain provincial and State administrations on the movement of commodities from their areas, he pointed out that as yet only one or two provincial and State administrations had resorted to this expedient. The Central Government, he said, could not view with equanimity any attempt at tying up stocks in one particular area leaving other areas to look after themselves. If that movement became widespread it would lead to chaotic and even famine conditions in several parts of the country. The theory of self-sufficiency had led to the ruin of sovereign states; and if that theory was ^{adopted} incorporated in provincial and State units in a country like India, not only ruin but something worse would follow.

a country like India, not only ruin, but something worse, would follow. The decisive view of the Government of India was that such bans on export placed by these administrations did more harm than good and should, to the utmost possible extent, be avoided. Closely connected with this ban was the action of certain Provincial and State Governments in deciding to build up stocks against a rainy day. The adoption of such a policy when the maximum price had been fixed would make the administrative problem of controlling prices almost impossible. Having given careful consideration to the question, he felt that it must require the amplest justification before they thought of laying by stocks in any area. He also pointed out that the time had come when the appointment of price control authorities in each province unencumbered by other duties and functions seemed to be necessary; it seemed also necessary that detailed instructions should be given to district officers on how to work the price control scheme and how to adjust prices to the level fixed by the Provincial Government concerned. He stressed the need for more helpful commercial intelligence and better reports from various areas and expressed the hope that with reference to imported articles, such as certain classes of medicines, it might be possible, through inter-Government arrangements, to arrive at an understanding as regards reasonable prices.

Finance Member's Address. - The Conference was next addressed by Sir Jeremy Raisman, Finance Member, Government of India. Sir Jeremy said there was in India no inflation in the sense ordinarily understood. Such deficits as had occurred had been more than covered by taxation and borrowing, but they might arrive at a position in which money incomes in the country were excessive in relation to the goods and services that could be obtained for those incomes. From that point of view they could ~~fin~~ have an unsatisfactory situation even if the whole of the currency was covered by hundred per cent. gold. All the notes issued might be covered by gold, but if those notes could not be exchanged for goods which people would like to buy, then they had a pressure of purchasing power on a limited supply of goods and although it was vastly different from true inflation and could be rectified the moment the foreign exchange or gold could be converted into goods from abroad, nevertheless it was a difficult situation. It was that type of situation which was liable to develop in India. There was no danger that through inflation the currency would lose its value, but there was danger that the amount of money in people's hands, if it was all directed at this moment to the satisfaction of the consumers, would have its effect on the price level.

In so far as local authorities and Provincial Governments could exercise influence they should, in the interest of the people themselves, endeavour to ~~instil~~ inculcate the principle that claims for consumption should be postponed as far as possible and encourage savings. Sir Jeremy referred to the suggestion he had made in another place with regard to the use of the bonus distributed by employers. It was in the highest degree desirable, he said, that such additional accession of purchasing power should take the form, as far as possible, of savings, of defence loans or provident funds or any form whereby actual expenditure of the money was postponed. It would not merely help the present situation; the building up of a reserve of purchasing power might be greatly helpful when the country faced difficulties of another type - an excess of production and a comparative lack of purchasing power.

Decisions of the Conference.- The conclusions reached by the Conference were reviewed at some length by the Chairman at the final session; the more important points are briefly noticed below:-

(1) Extension of Price Control Measures.- Sir Ramaswami Mudaliar, the Chairman, said that it was clear that a stage had been reached when price control would have to be applied to a number of items and more organised administrative arrangements made to deal with the problem of price control. The discussions had made it clear that the problems of transport and distribution were as vital factors as the fixation of maximum prices, and that mere fixation of such prices would not have the desired effect if either transport difficulties or maldistribution arising therefrom were to prevail to any extent. The proper organisation of transport and distribution of commodities had to be taken up immediately by the Central Government, perhaps even before any question of fixing maximum prices of particular commodities was decided upon.

(2) Regional Committees.- The Conference recommended the constitution of regional committees consisting of groups of provinces and States, whose functions would be to deal with the adequate supplies of certain commodities in their area, the movement of these commodities and the short-circuiting of their transport so as to avoid unnecessary freight. These regional committees would also advise the Central Government on the fixation of wholesale prices of commodities, which were for circulation and consumption within the regions concerned. The committees would also deal with the price level in adjacent areas within the region of either regional commodities or commodities of all-India consumption, whose wholesale prices had been fixed by the Central Government. It would be useful if the regional committees communicated to the Central Government the prices in frontier areas adjacent to their region, so that prices might be co-ordinated.

(3) Future Price Control Conferences.- It was clear that in view of the larger responsibilities of price control that would be assumed, conferences on the scale of the 4th session would not meet more often than once a quarter. It was suggested that the possibility of getting representatives of regional committees, once these were constituted, to meet the Central Government more frequently, perhaps once a month, might be considered.

(4) Checks on Free Movement of Commodities Condemned.- The Conference endorsed the view that the prohibition of exports of commodities was almost undesirable apart from its being illegal, and that building up of stocks by particular administrations was equally to be deprecated; but the responsibility was consequently heavier on the Central Government to arrange for the proper distribution of commodities as between area and area, so that when adequate supplies were available every area would get full supplies, and when there was less than sufficient to meet the full demand, a properly rationed quantity would be distributed in all areas. In exceptional cases, and for special reasons to be fully justified, particular places in an area might have to be permitted to build up stocks of a limited character.

(5) Control of Rice, Wheat, Sugar, Coal, Cotton Yarn and Cloth.- Reviewing the recommendations of the Conference with reference to specific commodities such as rice, wheat, sugar, coal, cotton yarn

and piecegoods, the Chairman alluded to the opinion expressed that price control at some stage might be desirable and necessary for practically all these commodities. The position had to be carefully watched by the Central Government and with the advice of the provincial Governments concerned, measures for controlling the maximum prices should be adopted. In regard to coal and soft coke in particular the problem of proper distribution of wagons for the domestic consumer had been stressed by the Conference, apart from the problem of adequate supplies for the industries. A general scheme for the distribution of cotton yarn had been accepted by the Conference, which agreed to recommend to the respective Governments, the appointment of Yarn Commissioners to work in close collaboration with the Central Yarn Commissioner. The scheme for the production of standard cloth was to be proceeded with so far as the fixing of specifications and price was concerned, but the time when the scheme should be brought into operation by the actual manufacture of standard cloth was left to be decided by the Central Government.

Need for appointing Provincial Price Control Officers.- The Chairman emphasised the need for the appointment of each provincial and State administration of a special officer to be in charge of price control, particularly as the need for supplying commercial intelligence from each of these areas to the Central Government authorities was great; and such intelligence would not be supplied at as early a stage and on as ample a scale as was required unless a special officer functioned.

Raw Cotton.- The position of raw cotton of the short staple variety K had been examined by the Conference and certain suggestions made as regards governmental purchase and storing. Suggestions had also been made regarding subsidies to be given out of the fund to the agricultural agriculturist to enable him to turn to alternative crops. Most Governments had pointed out that restriction of acreage under purely low short staple cotton was being taken up by them and that in the next session it might be confidently expected that the area of this variety of cotton would be greatly reduced.

(The Hindustan Times and the Statesman,
7 and 8-2-1942.) +

Price Control in Bombay:
Consumers' Advisory Committee set up.

The Government of Bombay, after consultation with the Consultative Committee for price control, has appointed a Consumers' Advisory Committee for price control, with the object of keeping closely in touch with the average consumers' difficulties. The members have been selected in consultation with prominent employers and representative institutions, and belong to different income groups. The committee will bring to the notice of the Controller of Prices and the Government cases where the official reports of wholesale and retail prices which will be supplied to them, do not agree with those actually charged in the bazar. It will also indicate cases where the retail price of any essential article is causing particular hardship to the public. The committee will meet once a week in the Bombay Secretariat.

(The Statesman, 8-2-1942.) +

39

Employment

The Burma Regulation of Labour and Wages Ordinance, 1942.

The Governor of Burma promulgated the Regulation of Labour and Wages Ordinance on 25-1-1942, which extends in the first instance to the City of Rangoon. Under the Ordinance, the Governor may by notification constitute a Board or Boards to exercise general control over labour conditions within the areas specified in the notification. The Board shall consist of not more than three members.

Functions of the Board.- The Board shall have power - (a) to declare from time to time the fair wages which shall be payable daily, weekly or monthly as may be declared by the Board for different types of employees in any particular company, firm or undertaking (Explanation.- "fair wages" mean such wages as the Board may, in the circumstances, consider to be reasonable); (b) to require employers to take such measures for the air raid protection of their labour as may be directed by the Board; (c) to require employers, where it may appear to the Board to be necessary, to make arrangements for providing food or ration to their employees; (d) to require employers, where it may appear to the Board to be necessary, to employ labour direct and to pay them direct at daily rates; (e) to seek the advice of any person whom it considers competent to give such advice. Any person who fails to comply with any directions issued by the Board under its powers prescribed in this Ordinance shall be liable, on conviction, to a fine not exceeding rupees one thousand.

Ban on Strikes.- No person shall take part or be engaged in or aid in a strike during the present emergency. (Explanation.- "the present emergency" means the period in which this Ordinance is in force.)

(The Burma Gazette, Part I,
dated 31-1-1942, pages 121 to 122.).

The Port of Rangoon Labour Control Ordinance, 1942.

In order to provide adequate supply of labour for the Port of Rangoon, the Governor of Burma promulgated on 27-1-1942 the Port of Rangoon Labour Control Ordinance, 1942. Under the Ordinance, the Governor may appoint a Controller and may invest him with such powers for securing an adequate supply of labour for the purpose of the efficient working of the Port of Rangoon. The Controller may (i) requisition, allocate, distribute and exercise control over labour; (ii) recruit and organise labour for employment by the Government; and (iii) prescribe, in respect of any class of labour employed in the Port of Rangoon, terms of employment and conditions of labour, including hours of work, housing, safety and, subject to appeal to the Wages Board constituted under Ordinance No. 6 of 1942, wages.

(The Burma Gazette, Part I, dated 31-1-1942,
pages 123 to 124).-

ST
40

Industrial Disputes

Bengal Government's Policy regarding Labour Disputes:
Statement by Premier in Bengal Assembly. + ✓

The adjournment motion tabled by Dr. N. Sanyal in the Bengal Legislative Assembly regarding the internment of Dr. Suresh Chandra Banerjee, a member of the Assembly representing Calcutta and suburban registered factories Labour Constituency, came up for discussion on 25-2-1942. The motion was withdrawn on Mr. Fazlul Huq, Premier of Bengal, agreeing to cancel the internment order if Dr. Banerji could give an assurance that he would pursue no activities prejudicial to public order during the present war emergency. In his statement on the occasion, the Bengal Premier defined the policy of his Government with regard to labour disputes. The more important points emphasised in the statement are indicated below.

The delay in coming to a decision regarding Dr. Banerji's internment was due to certain doubts felt regarding the powers of the Provincial Government to intervene in labour disputes and to enforce their decisions in respect thereof. On an examination of the question, I am satisfied that the Provincial Government have sufficient powers to deal with the situation. It is Government's policy not to permit strikes in industries essential for war production. The corollary of this is that Government are prepared, and this may be taken as a solemn declaration of their policy, to ensure a fair deal to labour in war time conditions. In order to ensure this they are satisfied that they have adequate powers under the Emergency Legislation by resort to which they can, if necessary, compel employers to accept their decisions on such matters as rates of wages or allowances, conditions of service, etc. They are confident that resort to compulsion of this kind will ordinarily be unnecessary, but it is as well that it should be publicly known that these powers exist ~~that~~ and the Government are prepared, if circumstances so require, to employ them. Government will withdraw the order of internment passed on Dr. Banerjee when Government are satisfied ~~it~~ after a personal discussion with him that there was no likelihood of his activities in Calcutta being prejudicial to public order during the present emergent situation in accordance with the policy outlined.

Dr. Sanyal, withdrawing the adjournment motion on the Premier's assurance, said that Bengal labour was grateful for the enunciation of ~~the~~ Government policy regarding legitimate Trade Union activities and regarding the relationship between labour and employers in general, and assured that workers during the present emergency would strengthen the hands of Government in maintaining order and peace internally as far as practicable.

(The Statesman and the Amrita
Bazar Patrika, 27-2-1942.) +

Effect of Increased Hours of Work on Production:
Views of Millowners' Association, Bombay.

Reference was made at page 55 of our November, 1941, report to the general exemption granted by the Government of India to textile mills in British India for a period of 6 months from the operation of Section 34 of the Factories Act. The effect of the notification was that such factories could work a six day week of sixty hours instead of 54 hours, the workers being paid overtime for the extra six hours at 1/4 times the ordinary rate of pay.

Government Enquiry re. Effect of Increased Hours of Production.- Early in December 1941, the Committee of the Millowners' Association, Bombay, was informed that the Government of India was anxious to ascertain the effect on production, over a reasonable period, of the longer hours of work now permitted, and the Association was asked to compile comparative production figures for the normal 54-hour week and the extended 60-hour week. The information was required to be compiled on a weekly basis, beginning Sunday, production figures for the normal 54-hour week periods for the eight weeks preceding the notification being placed alongside in the same form if possible. Government pointed out that although the immediate purpose of obtaining the information was to review the effect on production resulting from increased hours of work, "it will no doubt be clear that the statistics will be of considerable value both to the industry and Government in formulating policies in future on the question of hours of work in industry." Government also pointed out that it was necessary to examine carefully and quickly every means of developing the country's war effort, and added that, as experience in other countries had shown that increase in working hours did not necessarily result in permanent increase in production, it was necessary to consider whether there was some scope for increase in production by more intensive resort to double or treble shifts. Government recognised that the question of resorting to double or multiple shifts or extending such working where double shifts were already working, involved inevitably the question of the supply of skilled and semi-skilled labour and desired to be supplied with information regarding the number of persons employed in each shift and details of apprentice scheme which might be in operation in individual mills of centres.

Reply of Millowners' Association: Data inadequate for reaching conclusions.- Regarding the question of ~~the~~ the extension of the weekly hours of work from 54 to 60 and its effect on production, the Committee of the Millowners' Association, Bombay, pointed out that so far as Bombay City and Island cotton mills were concerned, it had not been possible to introduce the 60-hour week to any extent. 20 mills which had adopted the 60-hour week following Government's notification withdrawing the provisions of Section 34 of the Factories Act had to give it up, in several cases after working for a few days, on account of opposition from labour; operatives of four mills came out on strike as a protest against the 10-hour day, and there was no likelihood of any further efforts being made by employers in this direction unless labour itself came forward and offered to work on the basis of 60

42

hours per week. The 60-hour week or the 10-hour per shift system was in operation only in 17 mills where it had been introduced by the management by agreement with labour before the publication of Government's notification announcing the repeal of Section 34. (Out of the 17 mills ~~as~~ referred to, only 5 mills were working their main production departments on the 10-hour basis, the rest confining themselves to preparatory or finishing processes.) In view, therefore, of the very small number of mills in which the 60-hour week was in operation, the Committee regretted that the data available was inadequate to enable them to express an opinion as to the effect of the longer hours of work on production. It, therefore, felt that no useful purpose would be served by asking the mills concerned to compile statistics on the lines required by Government.

Correlation of Hours of Work and Output.- As regards the practical utility of statistical data required by Government, the Committee pointed out that mere examination of production figures would not lead to accurate conclusions being drawn therefrom for the reason that such figures would not take into account variations in types of production from week to week, variations in conditions of work, seasonal or otherwise, from mill to mill and from centre to centre, and changes in personnel employed from week to week on various machines and several other factors ~~of~~ which influenced output. If Government really desired to correlate output, fatigue and hours of work, then it was urged that this matter should be the subject of a detailed and exhaustive analysis and very close investigation by a committee of experts.

Methods of Increasing Production.- On the question of increasing industrial output as a war effort, the point was to what extent output could be raised by increasing the hours of work or by increasing the number of shifts. Labour in Bombay had up to now been found generally unwilling to work 60 hours per week, and progress in the matter of increase in production by working double or treble shifts depended to a considerable extent on the availability of skilled labour in sufficient numbers and the mechanical equipment installed in individual mills. These matters were receiving the attention of millowners of Bombay, and the Government was assured that everything possible would be done to increase output. As regards the total number of operatives employed in Bombay cotton mills a statement showing the position on 1-12-1941 was furnished to Government and it was pointed out that it would serve Government's purpose if such information was made available to them once in three months instead of every Monday as required by Government.

Supply of Skilled Labour.- On the question of the adequacy or otherwise of skilled labour in Bombay cotton mills, it was indicated that the Association had received reports of a shortage of skilled labour from certain members, who wanted to work double or treble shifts, but in view of the large numbers required to assist the institution of double or treble shifts on a large scale, it would perhaps be very difficult to meet the situation within a reasonable space of time. Although the Victoria Jubilee Technical Institute and the Textile Technical School of the Social Service League provided facilities for the training of labour and certain mills had also taken in apprentices, it was pointed out that the total number of students trained per year by these institutions was not likely to be very considerable. There was also a limit to the number of apprentices which could be taken by mills at a time, and it was doubtful whether the present requirements of mills could be met by increasing the number of apprentices in each

43

mill. Any increase in the number of apprentices in the mill would, in the opinion of the Committee, be a decided nuisance apart from the overcrowding in the departments it would lead to, and another factor which would have to be considered was that the present rate of production would not perhaps be necessary after the war, and unemployment of trained personnel would be a serious problem for employers when production was reduced to normal levels.

(Excerpts from the Proceedings of the Committee
of the Millowners' Association, Bombay,
during January 1942.) +

Protection of factories in War Time:
U.P. Construction of Factories Order, 1942.

The Government of the United Provinces has promulgated the U.P. Construction of Factories Order, 1942, applicable to the municipal limits of certain specified urban areas. According to the Order, where it is proposed to erect or extend a factory and the number of persons capable of working in such factory or extension of a factory is three hundred or more, the factory shall not be erected or extended, as the case may be, in any area to which this Order applies, unless the previous sanction of an engineer appointed by the Provincial Government in this behalf has been obtained. Where it is proposed to extend a factory in which less than three hundred persons ~~are~~ are working, and after such extension the number of persons capable of working in the factory may reach or exceed the figure of three hundred, the provisions of sub-clause (1) shall apply to such extension, even though the number of persons capable of working in the proposed extension may be less than three hundred.

(Notification No. 1329-C.X./C.D. dated
16-2-1942: The Government Gazette
of the United Provinces Extraordinary,
dated 16-2-1942.) +

Safety Measures.

A.R.P. Shelters in Factories:
Government of India's Suggestions to Provincial Governments. +

The Government of India, it is learned, has suggested to the Provincial Governments that, in cases where no ground is available for the construction of air raid shelters, either inside or immediately outside factory premises, such shelter as is possible should be provided within the factory by erecting small walls, behind which the workmen can take shelter. It has also been suggested that, with the same purpose in view, Provincial Governments might consider erecting shelters on portions of roads, where traffic will not be unduly interfered with. To relieve the pressure on the Chief Adviser, Factory A.R.P., the Government of India, it is understood, has appointed a Deputy Adviser, Factory A.R.P. (Structural) and a Deputy Adviser, Factory A.R.P. (Organisation) to advise on structural precautions necessary in factories and the organisation, training and operation of A.R.P. services in factories respectively. (The Hindu, 8-2-42) +

4/3

Air Raid Protection for Workers:
Discussions of Government of India with A.I.T.U.C. representatives.

The All-India Trade Union Congress at its last session in Cawnpore dealt with the question of protection to workers in the event of air attacks on factories in India (vide pages 26 to 30 of this report). The Government of India, discussed the question of allaying panic among workers during enemy air-raids with representatives of the A.I.T.U.C.; it is understood that recognition of Trade Unions all over India by employers was urged as an essential preliminary to any appeal that the A.I.T.U.C. could make. The A.I.T.U.C. feels that provision of air-raid shelters and transport facilities for removing dependants of workers to safety zones are also urgent. While there might not be any difficulty in regard to the latter, construction of shelters at this hour bristles with various handicaps, and preference might have to be given to factories engaged in production of munitions. Slit trenches could be easily provided in large numbers, but continuous stay-in trenches would undermine not only the efficiency of the workers but reduce the output, which could be ill afforded at the present moment. It is understood the Government of India have these questions under their consideration.

(The Hindu, 21-2-1942.)-

Air Raid Protection for Calcutta Workers:
Bengal Government's Proposal.

A proposal to utilize labour lines in factories with suitable structural alterations, for the purpose of providing shelter to workers during air raids has, it is learnt, been made by the Government of Bengal and placed before the owners of various factories in Calcutta and suburbs. The Government of Bengal have sanctioned Rs. 157,500 and Rs. 15,000 for the construction of 200 air raid shelters and 200 slit trenches respectively, in the city by the Calcutta Improvement Trust.

(The Hindustan Times, 6-2-1942.)

War Risk Insurance

Scheme for Compulsory Insurance of Factories:
Progress of Proposal.

Reference was made at pages 46 to 47 of our December 1941 report to the proposal of the Government of India to introduce a scheme of compulsory insurance of factories against war risks. It is understood now that the Government plans have matured and are receiving the final touches. The principle underlying the proposal was agreed to some time ago, but financial details required to be worked out and financial implications had to be weighed, especially as, unlike the scheme of war risk insurance of goods, there may not be enough time available for the Government to build up a reserve from the premium received under the scheme before large demands are made on the fund. It is understood that the premium be charged from factories for war risk may be on the same basis as that fixed for goods and that the scheme will apply

compulsorily to factories all over the country.

Views of Commercial Interests.- The views of commercial circles, on the tentative proposals of the Government, show that Bombay merchants and experts have expressed views generally supporting the principles of the scheme, but recommending certain important modifications. Modifications are asked for in the proposed premium rate which is held to be very high, and as regards the Government's proposal of allowing insurance on fifty per cent. of the capital in the case of big factories, the Bombay merchants have suggested that cover should be allowed on the full value of factories, less depreciation. Opinion is also sharply divided regarding the settlement of claims, though Government have not thrown any light on this subject. One view is that the premium collected should be kept separate as a special fund not added to general revenue and claims should be settled after the war from the special fund pro rata.

(The Hindu, 11-2-1942, and Statesman,
17-2-1942.) +

46

List of the more important publications received in this Office during
February, 1942.

Conditions of Work.-

- (1) Annual Report of the Chief Inspector of Mines in India for the year ending 31st December, 1940. Printed by the Manager, Government of India Press, Calcutta. 1941.
- (2) Annual Report on the working of the Workmen's Compensation Act, 1923, in the Punjab, for the year 1940. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1942. Price: Re.1-5-0.

Economic Conditions.-

- (1) Report on an Economic Survey by Random Sampling of the Rural Areas of Ajmer-Merwara. Census of Rajputana and Ajmer-Merwara, Vol. XXIV-Part IV. 1941. (Roneed).
- (2) Administration Report of the Department of Industries and Commerce, United Provinces, for the year ending 31-3-1941. Allahabad; Superintendent, Printing and Stationery, U.P. 1941. Price Re. 0-10-0.
- (3) Proceedings of the Meeting of the Standing Finance Committee for Railways, Vol. XVIII, Nos. 2, 3 and 4. Published by the Manager of Publications, Delhi.
- (4) Summary Proceedings of the Forty-fourth meeting of the Indian Central Cotton Committee, held on the 18th and 19th July, 1941. Price Re.1/-.
- (5) Stocks of Indian Raw Cotton held in India by the Mills and the Trade on 31st August, 1941. Price 4 annas. January 1942. (Statistical leaflet No. 2, Indian Central Cotton Committee, Post Box No. 1002, Bombay.)
- (6) Receipt at Mills in India of Raw Cotton classified by Varieties. 1940-41 season. Price 4 annas. January 1942. (Statistical leaflet No. 3 - Indian Central Cotton Committee, Post Box 1002, Bombay.)
- (7) Exports by Sea of Indian Raw Cotton classified by Varieties. 1940-41 season. Price 4 annas. (Statistical leaflet No. 4, Indian Central Cotton Committee, Post Box No. 1002, Bombay.)

Agriculture.-

Imperial Council of Agricultural Research. Proceedings of the Fourth Meeting of the Animal Husbandry Wing of the Board of Agriculture and Animal Husbandry in India. Held at Izatnagar (Bareilly) from the 18th to 20th November, 1940 (with Appendices). Published by the Manager of Publications, Delhi, 1942. Price Rs. 5-10-0 or 8s.9d.

Living Conditions.-

- (1) Twentieth Annual Report of the Welfare Committee, 1941. The Buckingham & Carnatic Mills, Madras.
- (2) Annual Report on the Administration of the Industrial Housing Scheme, 1940-41. Bombay: Printed at the Government Central Press. Price 1 anna or 1 d. 1941.

Organisation, Congresses, etc.-

- (1) Annual Report on the working of the Trade Unions Act, 1926, in the Province of Bihar, for the year 1940-41. Superintendent, Government Printing, Bihar, Patna. 1942. Price Annas 3/-.
- (2) Administration Report on the working of the Indian Trade Unions Act (No. XVI of 1926) for the year 1939-40. Price Annas 3 or 4d. Karachi: Printed at the Government Press, 1941.
- (3) All-India Trade Union Congress, Nineteenth Session. Address of Mr. V.R. Kalappa, President, Cawnpore, 8th and 9th February, 1942.
- (4) Address of Welcome by Pandit Balkrishna Sharma, Chairman, Reception Committee of the 19th session of the All-India Trade Union Congress and the Cawnpore Labour Conference, held at Cawnpore on the 8th and 9th February, 1942.
- (5) All-India Trade Union Congress: Report of the General Secretary (From October 1940 to December 1941.)
- (6) ~~The~~ Resolutions taken up for consideration at the Nineteenth Session of A.I.T.U.C., Cawnpore: 8th and 9th February, 1942. (Roneoed).
- (7) The Karachi Indian Merchants' Association: Report by the Secretary for the year 1940. 1942.

Education.-

Bureau of Education, India; Education in India, 1937-38. Published by the Manager of Publications, Delhi. 1941. Price Rs. 2-8-0 or 4s.

Miscellaneous.-

- (1) Administration Report of the Municipal Commissioner of the City of Bombay for the year 1940-41. Bombay: Municipal Printing Press, 1941.

C 6/2/23

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for March 1942.

N.B. Each section of this report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
1. <u>National Labour Legislation.-</u>	
<u>Government of India:</u>	
(a) The Weekly Holidays Bill, 1941: Central Assembly passes Bill.	1
(b) The Workmen's Compensation (Amendment) Act, 1942, (I of 1942).	1
(c) The Indian Merchant Shipping (Amendment) Act, 1942, (II of 1942).	2
(d) The Industrial Statistics Bill, 1942: Central Assembly adopts Bill.	2
<u>Bombay:</u>	
Bombay Rent Restriction (Amendment) Act, 1942.	2
<u>Sind:</u>	
(a) Sind Middle-Class Debtors' Relief Bill, 1941.	3
(b) Workmen's Minimum Rates of Wages and Amenities Bill, 1941.	3
(c) Sind Trade Unions' Recognition Bill, 1941.	3 - 4
(d) Prevention of Free or Forced or Compulsory Labour Bill, 1941.	4
(e) Sind Minimum Wages Bill, 1941.	4
(f) Sind Workers' Provident Fund Bill, 1941.	5
(g) Indian Trade Unions (Sind Amendment) Bill, 1942.	5 - 6
2. <u>Social Policy.-</u>	
Labour Policy of the Government of India: Cut Motion in the Assembly.	7 - 8
3. <u>Conditions of Work.-</u>	
<u>General:</u>	
Conditions of Work on Indian Railways, 1940-41.	9 - 11
4. <u>Economic Conditions.-</u>	
(a) Progress of Work of Industrial Research Committee in Hyderabad State.	12
(b) The Bihar Power Alcohol Bill, 1942.	12 - 13
(c) Accentuated Industrialisation Policy Urged: 2nd All-India Manufacturers' Conference, Poona, 22 and 23-3-1942.	13 - 14 15
(d) Working Class Cost of Living Index Numbers for Various Centres in India for December 1941.	16 - 17
5. <u>Social Insurance.-</u>	
Fall from Scaffolding due to Epileptic Fits is an Accident under the Workmen's Compensation Act: Bombay Court's Decision.	18

6. <u>Co-operation and Cottage Industries.-</u>	
The Multi-Unit Co-operative Societies Act, 1942.	19
7. <u>Living Conditions.-</u>	
<u>Nutrition:</u>	
Progress of Nutrition Survey in Hyderabad State, 1940 and 1941.	20 - 22
8. <u>Organisation, Congresses, etc.-</u>	
<u>Employers' Organisations:</u>	
(a) 15th Annual Meeting of Federation of Indian Chambers of Commerce and Industry, Delhi, 7 and 8 3-1942.	23 - 26
(b) 9th Annual Meeting of All-India Organisation of Industrial Employers, Delhi. 8-3-1942.	26 - 28
(c) 13th Annual Meeting of the Indian National Committee of the International Chamber of Commerce, Delhi, 8-3-1942.	28 - 30
(d) Annual General Meeting of Employers' Federation of Southern India, Madras, 24-3-1942.	30 - 32
9. <u>Social Conditions.-</u>	
Sind Vagrancy Bill, 1941; Non-Official Bill Introduced.	33
10. <u>Public Health.-</u>	
(a) Health and General Conditions in Asansol Mining Settlement, 1940-41.	34 - 36
(b) School Health Services for Conserving Health of School Children: Recommendations of Committee on Medical Inspection.	36 - 37
11. <u>Education.-</u>	
Education in India, 1938-39.	38 - 40
12. <u>Social Policy in War Time.-</u>	
<u>Wages:</u>	
(a) War Bonus to Sholapur Textile Workers.	41
(b) Dearness Allowance for Low-paid Government Servants in Bombay Province: Increased from Rs.2/- to Rs.3/- per month.	41 - 42
(c) Increased Dearness Allowance for Tramway Employees in Bombay.	42
<u>Control Measures:</u>	
(a) Control of Electric Supply.	43
(b) The Healds and Reeds Control Order, 1942.	43
(c) The Rubber Control Order, 1942.	43 - 44
(d) Sind House Rent Control Order, 1942.	44
<u>Production:</u>	
(a) War Purchases of Supply Department up to 31-12-1941 total 2,300 millions: Effect on Industries.	45
(b) American Technical Mission to India.	45 - 46
(c) Development of Small-scale Industries: Government of India Convenes Conference.	46

12. Social Policy in War Time (continued).-

Price Control:

Chambers of Commerce urge Need for Greater
Price Control.

47

Employment:

Progress of Technical Training Scheme.

48

Industrial Disputes:

(a) Central Government's Order Prohibiting Hasty Strikes.

49

(b) Transfer of Power to Provincial Government to Curb
Strikes under Defence of India Rules.

49

Safety Measures:

Air Raid Shelters in Premises: Amendment to
Defence of India Rules.

50

13. List of the more important publications received in
this Office during March 1942.

51 - 52

Government of India.-

The Weekly Holidays Bill, 1941:
Central Assembly passes Bill.

References were made at page 1 of ^{the} September 1941 report and pages 2 to 3 of February 1942 report of this Office to the provisions of the Weekly Holidays Bill, 1941, and to its reference to a Select Committee. The Select Committee, which reported on 11-3-1942, makes a few changes in the Bill, the more important of which are summarised below:

(1) "Commercial establishments" as defined in clause 2 (c) of the Bill have been excluded from the operation of the Bill since it is felt that the closing of all commercial establishments for one day a week might, at the present juncture, interfere with war effort, and would prove impracticable. It is recommended, however, that as soon as circumstances permit the provisions now being enacted for shops, restaurants and theatres should be extended to commercial establishments.

(2) Clause 3 ~~of~~ as amended no longer specifies Sunday as the normal closing day, and extends the power of the Provincial Government to determine what the closing day shall be by enabling it to fix a particular day for any particular shop.

In a Note of Dissent, Mr. N.M. Joshi, a member of the Select Committee, ~~disagrees~~ with the majority view to exclude "commercial establishments" from the scope of the Bill.

(The Gazette of India, Part V,
dated 14-3-1942, pages 55 to 58.)

Bill passed by Central Assembly.- On the motion of Mr. H.C. Prior, Secretary, Labour Department, the Assembly passed the Weekly Holidays Bill on 25-3-1942. Mr. N.M. Joshi and Sir Henry Gidney ~~pleaded~~ pleaded for extension of the benefit to commercial establishments as well, while Sir Zia-ud-Din desired strict enforcement of the provision for payment for the whole week in the case of labourers employed on daily wages.

(The Hindustan Times, 26-3-1942.)

The Workmen's Compensation (Amendment) Act, 1942)
(I of 1942)

Reference was made at page 1 of our February 1942 report to the adoption by the Central Legislature of the Workmen's Compensation (Amendment) Bill, 1942, which seeks to take away from Indian seamen the right to claim compensation under the Workmen's Compensation Act when they are entitled to compensation under certain special war compensation schemes. The Bill, as adopted, received the assent of the Governor-General on 2-3-1942 and the text of the Act is published at pages 1 to 2 of the Gazette of India, Part IV, dated 7-3-1942.

Government of India.-

The Indian Merchant Shipping (Amendment) Act, 1942
(II of 1942)

Reference was made at pages 1 to 2 of our February 1942 report to the adoption by the Central Legislature of the Indian Merchant Shipping (Amendment) Bill, 1942, which seeks to preclude Indian Seamen from claiming compensation for loss of effects under the Indian Merchant Shipping Act when they are entitled to compensation under certain special war compensation schemes. The Bill, as adopted, received the assent of the Governor-General on 2-3-1942 and the text of the Act is published at page 3 of the Gazette of India, Part IV, dated 7-3-1942. +

Government of India.-

The Industrial Statistics Bill, 1942:
Central Assembly adopts Bill.

Reference was made at pages 3 to 4 of our February 1942 report to the introduction in the Central Assembly of the Industrial Statistics Bill, 1942, and to its reference of the Bill to a Select Committee. The report of the Select Committee was submitted on 19-3-1942; the ~~Committee did not make any substantial change in the Bill.~~ Mr. N.M. Joshi, a member of the Select Committee, in a Note of Dissent declared that the Bill is inadequate inasmuch as it does not enable statistics being collected regarding production, including those of cost of production, except in factory industries. Statistics regarding cost of production are essential for the purpose of welfare of labour in all industries including mining and plantations. For fixing proper wages, figures regarding cost of production are sometimes necessary.

(The Gazette of India Extraordinary, dated 21-3-1942, pages 341 to 344.)

On 25-3-1942, the Assembly adopted the Bill, with some minor changes.

(The Hindustan Times, 26-3-1942.) +

Bombay.-

Bombay Rent Restriction (Amendment) Act, 1942

The Bombay Government has promulgated the Bombay Rent Restriction (Amendment) Act, 1942, with a view to extend the life of the Bombay Rent Restriction Act, 1939, which is due to expire on 31-3-1942. The Act has been extended for a further period of one year.

(The Bombay Government Gazette, Part IV, dated 28-3-1942, page/ 89.) +

3/2/42

Sind.-

Sind Middle-Class Debtors' Relief Bill, 1941.

On 22-12-1941, a non-official Bill was introduced in the Sind Legislative Assembly to provide for the temporary relief of non-agricultural middle class debtors in Sind. The Bill proposes barring of suits for debt ~~for~~ and provides for debt conciliation, and limitation of interest to a maximum of 6 per cent. simple.

(Sind Government Gazette, Part IV, dated 26-2-1942, pages 24 to 26).

Sind.-

Workmen's Minimum Rates of Wages and Amenities Bill, 1941.


Dr. Popatlal A. Bhoopatkar introduced on 22-12-1941 in the Sind Legislative Assembly the Workmen's Minimum Rates of Wages and Amenities Bill, 1941, to make provision for the fixation of wages and amenities to workmen. The Bill provides for (1) a minimum wage of Rs.20 per mensem for workmen (persons who are employed casually, temporarily or permanently, for their physical labour in return for monetary consideration, but does not include children), and (2) the setting up of Joint Boards (consisting of equal number of members from among the employers and the workmen) the functions of which are to settle (a) the minimum rates of wages for workmen employed in factories or mines, governed by the Indian Factories Act, and (b) other amenities of life and benefits of service such as pension, provident fund, leave, maternity benefits, benefits during sickness or disability, which the employer on humanitarian and ~~or~~ other considerations is bound to make for the workmen in his employ.

(The Sind Government Gazette, Part IV dated 26-2-1942, pages 27 to 28).

Sind.-

Sind Trade Unions' Recognition Bill, 1941.

On 22-12-1941, Mr. N.A. Bechar (non-official) introduced in the Sind Legislative Assembly the Sind Trade Unions' Recognition Bill, 1941, which provides for recognition of registered trade unions in the Province by the employers. The Bill makes it obligatory for employers to recognise trade unions registered under the Trade Unions Act, 1926, as representative organisations of workers, expressing the organised opinion of the workers in the trade in which the union is formed. It shall not be open, however, to an employer to recognise more than one registered trade union of his workers. A registered trade union shall not be recognised as such by employer unless 33 per cent. of the workers in his employment are members of the union. Recognition shall consist in the employer immediately investigating all complaints both individual and general that may, from time to time, be sent by the Union for his consideration and



~~the union~~ communicating the results of such investigations. Every union so recognised shall have a right to approach the management. When recognised, among others, the following privileges shall be accorded to the union by the employer:- (a) right to collect subscriptions at the time of payment of wages within the premises of the place of employment; (b) right to circulate notices of meetings and other important information, and (c) in case of public bodies, unrestricted access to all places which are open to ^{the} public or part of ^{the} public. In order to prevent employers victimising union members by dismissal, etc., the Bill provides that the Small Causes Court should enquire into cases of wrongful discharge preferred before it.

(The Sind Government Gazette, Part IV, dated 26-2-1942, pages 42 to 45.) +

Sind.-

Prevention of Free or Forced or Compulsory Labour Bill, 1941.

Mr. N.A. Bechar (non-official) introduced in the Sind Legislative Assembly on 22-12-1941, the Prevention of Free or Forced or Compulsory Labour Bill, 1941. This Bill seeks to make free or compulsory or forced labour an offence punishable with imprisonment or fine. It recognises two exceptions to compulsory labour. It allows impressed labour provided for in the Indian Forest Act, 1927, and the Bombay Irrigation Act, 1939. ~~As it is, but just that such labour ought to be adequately remunerated,~~ the Bill makes provision for such payment. In the statement of objects and reasons appended to the Bill reference is made to the I.L. Convention on forced labour.

(Sind Government Gazette, Part IV, dated 26-2-1942, pages 46 to 47.) +

Sind.-

Sind Minimum Wages Bill, 1941

Mr. N.A. Bechar (non-official) introduced in the Sind Legislative Assembly on 22-12-1941 the Sind Minimum Wages Bill, 1941. The Bill provides that every male labourer shall be paid by his employer at least Re. 0-12-0 per day; and every female labourer and person up to the age of eighteen years at least Re. 0-10-0 per day for each day he or she works. ~~Even~~ In case of piece work, the rates should be so arranged that the labourers should get the minimum wages specified above. Labourer is defined to include all persons employed in mills, factories, ~~workshops,~~ doing manual labour and earning daily wages not exceeding rupees three per day or monthly wages including piece-working wages exceeding Rs. 75 per mensem. The Bill also provides that every labourer shall be entitled to one month's leave during one calendar year.

(The Sind Government Gazette, Part IV, dated 26-2-1942, pages 48 to 49.) +

Sind.-

Sind Workers' Provident Fund Bill, 1941

On 22-2-1941, Mr. N.A. Beshar (non-official) introduced in the Sind Legislative Assembly the Sind Workers' Provident Fund Bill, 1941, to cover workers as defined in clause (h) of section 2 of the Factories Act, 1934, and also including persons employed in industrial establishments such as (i) tramway or motor omnibus service; (ii) dock, wharf or jetty; (iii) inland steam-vessel, etc. The Bill makes it obligatory for employer and worker to maintain provident funds.

Subscription to the fund is to be compulsory in the case of all workers in permanent employment of the employer and who earn wages of Rs. 20 or more per mensem. The compulsory contribution of the subscribers (workers) shall be at the uniform rate of $6\frac{3}{4}$ per cent. on total wages, and the contributions shall be deducted every month from their wages. At the commencement of each year the employer shall contribute to the funds a sum equal to the payment made by the worker in the previous year, except in the case of death, retirement or dismissal of the subscriber. All subscribers shall be entitled to receive their share of employer's contribution with interest after fifteen years' service from the date of their appointment, provided that when the subscriber leaves service or resigns or is discharged after completion of seven years' service, he shall be eligible to receive the amount of his own subscription and half of the contribution made by the employer with interest thereon.

A compulsory deposit in any such Fund shall not be liable to attachment under any decree of a Civil, Revenue or Criminal Court in respect of any debt or liability incurred by the subscriber.

(The Sind Government Gazette,
Part IV, dated 26-2-1942, pages
50 to 53.)+

Sind.-

Indian Trade Unions (Sind Amendment) Bill, 1942.

The Government of Sind intends introducing in the Sind Legislative Assembly a Bill to amend the Indian Trade Unions Act, 1926, in its application to the Province of Sind. In the statement of objects and reasons, it is pointed out that it has been observed that the control of several trade unions in Sind vests in persons who are not actually engaged in the industry for which the trade unions concerned is constituted. It has also been noticed that often one single individual is an office-bearer of a number of unions. Experience has shown that the control of trade unions by a few individuals who do not belong to the labouring class reacts unfavourably on industry in the Province. The Bill is intended to remedy this state of affairs and to give actual workmen effective control of trade unions. The existing trade unions are given one month's time to alter their constitution in accordance with the changed law. The Bill requires two-thirds of the executives of unions to be workers engaged in industry and prohibits workers from being the executive of more

than one union.)

(The Bill also enables Government to levy charges for auditing accounts of trade unions.)

(The Sind Government Gazette
Extraordinary, Part IV, dated
7-3-1942, pages 70 to 71.) ✓

Labour Policy of the Government of India:
Cut Motion in the Assembly.

On 6-3-1942, Mr. Jamnadas Mehta, in the course of discussions on the Budget of the Government of India, raised the question of the labour policy of the Government of India by means of a cut motion. He asked for a clear enunciation of the Labour department's policy during the war, particularly on his demand that the basic minimum ~~substratum~~ of living standard of the working classes should not suffer. For this purpose he demanded that the working classes should get a dearness allowance corresponding to every rise in the cost of living, so that the standard of living might be kept up, even at its present low level. Mr. Mehta asked for a machinery for quick settlement of disputes during war time and suggested that Russian workers should pay a visit to India to dispel any misunderstanding among the working classes that the present war was an imperialist one.

Sir Henry Gidney, while questioning Mr. Jamnadas Mehta's claim to be the sole representative of working classes, supported the motion and urged the Government to recognise the importance of labour and develop a closer human touch with the working classes.

Mr. N.M. Joshi declared that if Government were entitled to ask labour to work efficiently and keep up production during the war, it was Government's duty to see that labour did not suffer owing to a rise in the cost of living, unaccompanied by a corresponding rise in wages. This was the chance, he declared, for Indian labour to secure some betterment in their low standard of living and a share in the large profits which industries were making. He asked for ready recognition of trade Unions by employers and for the establishment of factory production committees as in England to bring about better co-operation in production.

Sir Firoz Khan Noon, Labour Member, Government of India, said he had missed no opportunity of keeping in touch with the two labour leaders in the House, Mr. Mehta and Mr. Joshi, and others, and consulting them on all matters connected with labour, and his department was already taking up and constantly reviewing the progress of suggestions made by these labour ~~lab~~ leaders. "My sympathies", he said, "are entirely with the people engaged in the country's industries which depend so greatly on the willing co-operation and welfare of the workmen and they already know we have taken several steps to ameliorate their conditions." The question of wages was always before the Government and they were constantly drawing the employers' attention to the desirability of avoiding strikes and adjusting wages in accordance with the rise in cost of living. One of the difficulties was the absence of statistics and, in consultation with them Government had already taken steps to collect statistics but these would not be of much use until a certain period was covered. It was true that once wages were raised, the cost of living would go up. But that was no reason for denying the workers a rise in wages to meet the cost of living. He must say to the credit of employers in many places that they had been accommodating. He understood that there was an agreement in Bombay, a standing agreement between workers and employers, that wages should go up automatically in case of rise in the cost of living. He hoped

that that system would be followed by other employers in the country. He pointed out that as regards recognition of trade unions, steps were being taken to bring to the provincial Governments' notice the suggestions made in this respect. Mr. Jamnadas Mehta withdrew the motion 'in view of the general assurances given'.

(The Statesman, 7-3-1942.)

9

CONDITIONS OF WORK.

General

Conditions of Work on Indian Railways, 1940-41*

The following details regarding conditions of work of employees in Indian Railways ^{are} taken from Vol. I of the Report of the Railway Board on Indian Railways for 1940-41 which has been recently published.

Number of Employees.- The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1940-41 was 730,436 as compared with 709,022 at the end of 1939-40. The total route mileage at the end of the year was 41,052. The following table shows the number of employees by communities on the 31st March 1940 and 1941.

	31st March 1940	31st March 1941
Europeans	2,333	2,153
Hindus other than depressed classes.	399,715	415,347
Depressed classes	106,505	107,118
Muslims	157,857	161,577
Anglo-Indians and Domiciled Europeans.	13,099	13,336
Sikhs	8,106	8,520
Indian Christians	18,045	18,993
Parsis	1,505	1,531
Other communities	1,857	1,861
Grand Total	<u>709,022</u>	<u>730,436</u>

Cost of Staff.- A comparison of the figures for 1940-41 with those for the previous year shows that the total number of staff employed on the open lines of State and Company-managed Railways increased by 23,107 during the year, but the number of construction staff decreased by 1,394 while the number of staff on loan from the Indian Audit and Accounts Service decreased by 3. The total cost of staff including that of staff on loan from the Indian Audit and Accounts Service increased by Rs. 5,262,327 during the year. The increase in numbers ~~of~~ on Railways was due to employment of additional staff to cope with the increased traffic. The dearness allowance and the extension of provident fund benefits to lower paid staff also contributed to the rise in cost.

Indianisation of Staff.- The Indian element in the superior services has risen from 43.40 per cent. in State-managed and 33.21 Government of India, Railway Department (Railway Board). Report by the Railway Board on Indian Railways for 1940-41, Volume I. Published by Manager of Publications, Delhi. 1942. Price Rs.3 or 5s. pp. xvi + 90.

10

per cent. in Company-managed Railways in 1934 to 61.14 per cent. in State-managed and 51.78 per cent. in Company-managed Railways in 1941. In the subordinate services, the Indian element which in 1934 constituted 78.35 of the staff in State-managed railways and 82.24 of the staff in Company-managed railways, had risen by 1941 to 87.24 per cent. and 90.25 per cent. respectively.

Improvement in Service Conditions.-

(a) Provident Fund for Inferior Staff.- The consideration of extending provident fund benefits to those who had not already enjoyed them mentioned in last year's report resulted during the year under review in the decision that those in the following categories who were not previously allowed to subscribe to the fund should have the option of doing so with effect from 1-1-1941; (a) all employees irrespective of pay or status who have more than 16 years' service and (b) all employees drawing over Rs. 30 a month. This improvement in terms of service affords to a large body of lower paid railway servants an opportunity of making a more adequate provision for their retirement than was possible in the past.

(b) Extension of Hours of Employment Regulations.- The Hours of Employment Regulations were extended to the Rohilkund and Kumaon and South Indian Railways from 1-4-1940 and to the Assam Bengal and Bengal Nagpur Railways from 1-1-1941. This completes the process of bringing all the employees of state-owned railways within the scope of these Regulations.

(c) Payment of Wages Act.- In the last year's report it was stated that railway administrations had been asked to report on the working of the Payment of Wages Act in railways and any difficulties experienced in its application. Their reports showed that while, in general, staff had benefited by the Act, considerable additional work had been thrown on Administrations and the Act appeared to need amendment in certain respects, particularly, with a view to the continuance of certain deductions such as, those relating to Security Deposits, repayment of Provident Fund bonus, etc., which should in the interests of the staff, be continued.

Meetings with A.I.R.F.- As stated in the 1st year's report, a special meeting between the Railway Board and the All-India Railwaymen's Federation was held on 4 and 5-4-1940, at which (a) the extension of Provident Fund benefits and (b) the position of railway labour due to rising prices were discussed. The nineteenth half-yearly meeting between the Railway Board and the Federation was held on 8-1-1941, at which the following subjects, so far as they referred to State-managed railways, were discussed: (a) alleged grievances of employees of the Bengal-Dooars Railway on their transfer to State Railway Service, (b) alleged grievances of ex-apprentices and retransferred employees, (c) working of the rules regulating discipline and rights of appeal, and (d) age of compulsory retirement for inferior servants. In addition to the above, special meetings with the Federation were also held on 8-2-1941 and 15-3-1941 for discussions regarding the grant of a dearness allowance to railway employees.

Dearness Allowance to Railway Employees.- It was mentioned in the last year's report that the question of the grant of an increase in wages to railway employees in view of the rise in the cost of living since the outbreak of the war, was discussed with a deputation of the All-India Railwaymen's Federation just after the close of that year

i.e., in April 1940. During the year under review, a Court of Enquiry under the Chairmanship of the Honourable Mr. Justice B.N. Rau, was appointed by Government to enquire into and report on the rise in the cost of living for lower paid staff and the justification, if any, for the grant of a war allowance to them. (The recommendations of the Court and the decisions of the Railway Board on the report of the Court were summarised at pages 42 to 43 of the January 1941 and pages 56 to 58 of the March 1941 reports of this Office)

Railway Staff and the War.- (a) Release of individual officers for technical war work.- Individual officers had already been released for war service to some extent before the commencement of the year under review, but this process was accelerated considerably during 1940-41. Apart from technical recruiting work and the production of munitions, both in administrative capacities and in Ordnance factories greater number was released in connection with railway construction, maintenance and operating requirements in theatres overseas.

(b) Release of non-gazetted staff.- The release of non-gazetted staff, both those with mechanical qualifications and those qualified in other railway duties, proceeded during the year under review under terms which were common for both State-managed and Company-managed railway personnel. In every case a lien on their railway appointment was given to those who volunteered with consideration for promotion under the "next below" rule.

(c) Labour Training Scheme.- The railways participated in the All-India scheme organised by the Labour Department for the training of technicians for war service either overseas or in India. While munitions production in railway ~~and~~ workshops was handled either by permanent railway employees or staff recruited by the railway specially for this purpose, hundreds of men were also trained on behalf of the Labour Department's scheme. Thus railways not only avoided having to call upon the scheme for their own war requirements, but were able to contribute towards the scheme by supplying men for the country's needs in other services.

(d) Voluntary financial contributions towards the war.- Railway staff continued to give generously towards various war funds in response to appeals from the Viceroy and the Governors of Provinces. ✓

Progress of Work of Industrial Research Committee in Hyderabad State.

The newly-constituted Hyderabad Scientific and Research Board (vide page 22 of our September 1941 report) has approved of eight research schemes to be undertaken during the current year, on proposals made by the respective committees, and has sanctioned the expenditure of Rs. 21,500 on the work. The proposed researches relate to the utilisation of vegetable oils and forest products, industrial ferments, fuel, fibre, ceramics, chemicals, and pharmaceutical products.

Functions of the Board.- The functions of the Board are varied. It will be concerned, for instance, with the investigation, collection and consolidation of reliable and ~~make~~ up-to-date information in regard to all the resources of the State for industrial development and the consideration of ways and means for exploiting these resources with a view to stimulating and guiding the efforts of new industries. To this end the Hyderabad Board will work in close co-operation with the Board of Scientific and Industrial Research of the Government of India for considering the latter's recommendations for the investigation of particular problems and will keep it informed of all important activities conducted under the former's supervision. Another important function of the Hyderabad Board is to instal, ~~after full laboratory investigations,~~ pilot plants for conducting ~~experiments on a semi-commercial scale for thoroughly studying the processes involved before the final decision is taken to establish any new industry.~~ The Board has also been entrusted ~~the~~ task of investigating the state of the existing industries in the State and the difficulties being experienced by them in the matter of effecting improved and economic production and with devising remedial measures.

Method of Work.- The Board, which is representative of ~~the~~ related official and non-official interests, is working through a number of research committees. Eight of these committees have been functioning during the past four months, but the number will be increased if and when the need arises. The services of these expert committees are also being made available to private industrialists who may wish to obtain expert opinion on their particular problems.

The Committees that have already been formed are the Vegetable Oil Utilisation Committee, the Industrial Fermentation Committee, the Pharmaceutical and Drugs Committee, the Forest Products Utilisation Committee, the Ceramic Research Committee, the Fibre Research Committee and the Heavy Chemicals Committee. The recommendations of these committees formed the basis of the research schemes which the Board has just sanctioned.

(March 1942 issue of "Hyderabad Information")

The Bihar Power Alcohol Bill, 1942.

The Governor of Bihar has gazetted a Bill which he proposes adopting to foster, develop and regulate the power alcohol industry in the Province. For some time the Government of Bihar have had

under consideration the problem of economic utilisation of molasses which is the main residual by-product - and to a very great extent in present circumstances a waste product - of the modern sugar industry in Bihar. It has been estimated that approximately two-thirds of the production of molasses, amounting to one hundred thousand tons per year, is discharged as waste factory effluent. In 1938 the Government of the United Provinces and of Bihar set up a Joint Committee to consider this problem with special directions to examine whether the manufacture of power ~~alcohol~~ alcohol from molasses was an economic proposition and to make recommendations as to the utilisation of power alcohol so manufactured. The Joint Committee reported that the manufacture of power alcohol from molasses for the purpose of use as a motor fuel in admixture with petrol was an economic proposition and that legislation should be enacted to make such admixture compulsory. The Government of Bihar has accepted these conclusions and is advised that an admixture of approximately 20 per cent. of power alcohol would not to any appreciable extent affect the efficiency of the modern petrol motor car engine.

The Bill seeks to give effect to the recommendation of the Joint Committee. In its general plan the Bill follows the Act passed by the Government of the United Provinces in 1940 for a similar purpose. Its main intention is to prohibit the sale and use of petrol without admixture with power alcohol for providing ~~motive power for any motor vehicle, and to provide that power alcohol shall be manufactured from molasses only (or from such other substance as may be notified by Government) under a license to be granted for the purpose, that all power alcohol so manufactured shall be sold by the manufacturer to Government at a price to be prescribed and that the operation of ~~mix~~ mixing power alcohol with petrol shall be carried out only under the authority, and subject to the terms and conditions, of a license to be granted by a competent authority.~~

(The Bihar Gazette, Part V,
dated 18-3-1942, pages 1 to 14.) ✓

Accentuated Industrialisation Policy Urged:
2nd All-India Manufacturers' Conference, Poona, 22 and 23-3-1942. ✓

A number of important resolutions regarding the industrial policy of India were adopted at the All-India Manufacturers' Conference held at Poona on 21 and 22-3-1942 under the presidency of Sir M. Visvesvarayya. Sir Ramaswami Mudaliar, Commerce Member, Government of India, in the course of a message sent to the Conference expressed the hope that the resolutions adopted would help the Government of India to give further effect to its desire for India's industrial advance.

Presidential Address.- Sir M. Visvesvarayya in his presidential address stressed that the population of India was growing rapidly

and production and income were not keeping pace with its growth. Nearly seventy persons out of every hundred had no higher occupation than agriculture or services dependent on agriculture. The corresponding percentage among the progressive nations was about 32; in the United States it was 22, and in the United Kingdom about 8. The history of progressive nations showed that the proportion of population employed on land has been diminishing with increase in their wealth. Although America was still the largest agricultural producer in the world, the relative importance of agriculture in American economy had declined from 70 per cent. about a hundred years ago to 22 per cent. at the present time. On account of her political disabilities India today was in the unfavourable position that America was a century ago.

He regretted that there was no organisation worth the name in this country to help industrial development. The attention given by the Central Government was casual and fragmentary. The Provincial Governments, which were supposed to be entrusted with that duty, had no resources and many of them had shown no will. The main lines of development should in future be: to encourage the starting and working of industries of every kind - small, medium and large-scale, either as owners' concerns, partnership concerns or joint stock companies, to create in each region or area an efficient industrial organisation to enable new occupations and new units of work to spring up speedily; to provide institutions, agencies, facilities and conditions for training a large proportion of the population for industrial life, and to start preparing the country for post-war reconstruction in which industries must necessarily play an important part.

In Order to provide for the urgent needs of the country, he expected the Provincial Government to take full responsibility for bringing into existence one or two key industries, in addition to what might already exist in the provinces and to start the industry or industries chosen within one year of acceptance of such responsibility. Those requiring special attention were increased production of steel, manufacture of machinery for industrial plant of every kind, automobiles and aircraft, shipbuilding and heavy chemicals, including dyestuffs, cellulose or rayon. If the public of the province did not come forward with funds to build the one or two large-scale or key industries expected of it, the Provincial Government would be justified in raising a loan for the purpose and meeting its interest charges from current revenues until the industries were able, in some form or other, to pay for themselves. The Russian Government, which within the past fifteen years had made large sacrifices even to the extent of starving its people in order to save money to build up Russia's industrial strength, was a case in point.

Medium-scale industries, said Sir M. Visvesvarayya, might be left to private enterprise for the present. That class of industry would grow rapidly if businessmen engaged in them felt confident that Government would come to their rescue whenever injury was threatened by foreign competition. But an explicit assurance in that direction was needed. He further urged the necessity of encouraging small-scale industries and minor and cottage industries which provided for the necessities of the rural population in order to promote self-sufficiency among them to the fullest extent possible.

He dealt at length with the idea and functions underlying the

central and regional organisations and strongly advocated the need for provision in each region of banking facilities, statistics, educational institutions, research laboratories, travel facilities, etc.

Concluding, he pointed out that Indian industrialists were naturally anxious to know whether opportunities would be given to them to develop heavy armament industries with the help of the American Technical Mission, which was expected to visit the country shortly. He hoped the Government would soon acquaint the country with the precise scope and functions of the Technical Mission.

Resolutions.- The more important of the resolutions adopted are briefly noticed below:-

Establishment of Key Industries.- The Conference urged the Government of India to institute without delay a well-planned and dynamic industrial policy calculated to lead to the rapid establishment of new industries and the progressive expansion of existing ones. To implement this policy of industrial expansion, the conference called upon the provincial Governments to establish in each province at least one key industry suitable to its economic conditions, to give protection to existing industries and to direct Government departments to purchase goods of indigenous manufacture. The conference also urged the Government to exercise strict control over concerns owned and managed by non-Indians.

Changes in Departments of Industries and Commerce.- The conference urged the Government to separate the portfolio of Industries from that of Commerce and to place the Department of Industries under a separate non-official Indian member of the Viceroy's Executive Council, and was of the opinion that economic councils composed of representative businessmen, industrialists and economists, assisted by an adequate executive staff, should be established both at the Centre as well as in the provinces to formulate, advise upon, and influence the economic policies and activities of the Government. It also wanted the Government to reorganise and widen the field of activities of the Departments of Commercial Intelligence and Statistics on lines similar to those of the Government bureaux and Departments of Statistics in industrially advanced countries.

Financing of Industry.- The conference urged the Government to establish central and provincial funds for providing long-term finance to industries and to amend the Insurance Act of 1938 so as to give more latitude to life assurance companies in the matter of investment of their funds.

War Risk Insurance.- Regarding War Risk Insurance and compensation, the conference called upon the Government to issue forthwith an Ordinance providing cover for damage as a result of war to all industrial establishments by a comprehensive Government war insurance scheme, with provision for adequate and early payment of at least a part of the necessary compensation.

(The Hindu, 22-3-1942 and the Statesman, 23-3-1942.)

(For a summary of the proceedings of the 1st All-India Manufacturers' Conference, see pages 25-29 of the report of this Office for March 1941.)

Working Class Cost of Living Index Numbers for
Various Centres in India for December 1941. ✓

The Index numbers of the cost of living for working classes in various centres of India registered the following changes during December 1941 as compared with the preceding month:-

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay for December 1941 rose by 3 points to 129 as compared with the previous month. The average for the calendar year 1940 was 112 as compared with 106 for 1939.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during December 1941 advanced by 5 points to 99 as compared with the previous month. The average for 1940 was 79 as against 73 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during December 1941 rose by 4 points to 99 as compared with the previous month. The average ~~compared with the~~ ~~preceding month~~ for 1940 was 76 as compared with 74 for the preceding year.

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in December 1941 rose by 3 points to 87 as compared with the preceding month. The average for 1940 was 70 as against 63 for 1939.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore during December 1941 rose by 7 points to 89 as compared with the previous month. The average for 1940 was 67 as against 59 for 1939.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during December 1941 rose by 3 points to 121 as compared with the previous month. The average for 1940 was 107 as against 100 for 1939.

Vizagapatam.- The index number (base: Year ending June 1936) of cost of living in Vizagapatam during December 1941 rose by 3 points to 122 as compared with the previous month.

Ellore.- The index number (base: year ending June 1936) of cost of living in Ellore during December 1941 advanced by 8 points to 131 as compared with the previous month.

Bellary.- The index number (base: year ending June 1936) of cost of living in Bellary during December 1941 rose by 5 points to 126 as compared with the previous month.

Cuddalore.- The index number (base: year ending June 1936) of cost of living in Cuddalore during December 1941 advanced by 9 points to 124.

Coimbatore.- The index number (base: year ending June 1936) of cost of living in Coimbatore during December 1941 rose by 3 points to 118.

Madura.- The index number (base: year ending June 1936) of cost of living in Madura during December 1941 fell by 3 points to 114.

Trichinopoly.- The index number (base: year ending June 1936) of cost of living in Trichinopoly during December 1941 rose by 3 points to 120.

Calicut.- The index number (base: year ending June 1936) of cost of living in Calicut during December 1941 rose by 4 points to 131.

Cawnpore.- The index number (base: year ending August 1939) of cost of living in Cawnpore during December 1941 rose by 8 points to 151 as compared with the previous month. The average for 1940 was 111.

(Extracted from the Monthly Survey of Business Conditions in India, December 1941 issue). ,

SOCIAL INSURANCE.

Fall from Scaffolding due to Epileptic Fits is an Accident under the Workmen's Compensation Act: Bombay Court's Decision.

In an application for Compensation for death under the Workmen's Compensation Act, before the Court of the Commissioner for Workmen's Compensation, Bombay, the question for decision was whether death ensuing from a fall from scaffolding due to epileptic fits was an accident which arose out of and in the course of employment. In the course of his statement recorded by the police at the hospital, the deceased himself stated that he had been suffering from epileptic fits. He added that while he was working he had an attack of fits and fell down.

The Court held that the employer's contention is not tenable. "It may be that the deceased was suffering from epileptic fits and had actually had an attack just before he fell down. The proximate cause of his death was not epileptic fits, but the fall from the scaffolding. His presence on the scaffolding was in pursuance of his employment: that is to say, by reason of his duties the deceased was brought within a zone of special danger and if he was injured or killed while so employed, the accident must be deemed to have arisen out of and in the course of his employment".

(The Labour Gazette, Bombay, December 1941 issue). . .

LIVING CONDITIONS.

20

Nutrition

Progress of Nutrition Survey in Hyderabad State, 1940 and 1941. ✓

The Public Health Department of the Hyderabad State began a planned nutrition survey of the Dominions as far back as 1940 (1349 F.), under a scheme sanctioned by Government with an annual recurring expenditure of Rs. 23,728. A three-year programme of survey in eight districts, regarded as being typical for the purpose of the rest of the State, was chalked out and the work was immediately put in hand under a full-time Nutrition Officer who had already undergone special training in Nutrition work under Dr. W.R. Aykroyd, the Director of the Nutrition Research Laboratories, Cooner. Simultaneously, a Nutrition section of the Public Health Department was created and placed in the charge of the Nutrition Officer.

First Enquiry. - The first work undertaken by the new Department was an institutional diet survey of certain orphanages and hospitals in the Hyderabad City. Important recommendations based on the results of the surveys for improvement in dietary conditions of the inmates of these institutions were made to the heads of the departments concerned.

(1)

Work in 1349 Fasli (1940): - Enquiry among School Children. - The first survey was followed by diet surveys among 112 families of municipal sweepers and labourers attached to the Osmania General Hospital and some 3520 boys reading in 14 Government primary and middle schools in the city. Broadly speaking, these surveys disclosed nutritional deficiencies in varying degrees, as between one group of inhabitants and another, in respect of fats, calcium, vitamin "A" and vitamin "B-2". As a consequence, certain deficiency diseases have been noticed in a few groups and suggestions have been made for the improvement of diet in these cases without much extra cost. These suggestions are for the greater consumption of leafy vegetables, the lowering of rice consumption and an increase in the present consumption of millet.

(2) Work in Medak. - A survey was conducted in Medak district shortly afterwards. The survey in the rural areas of Medak district was made among 139 typical families drawn from 13 villages of various taluqs and consisting of small cultivators, tradesmen, and agricultural labourers as well as among the backward classes whose economic status is low. In addition, 1595 boys and 227 girls in primary, middle and aided schools in other villages of the district were examined. Furthermore, institutional diet surveys were conducted in three boarding hostels of the Methodist Episcopal Mission. The resulting data has revealed the prevalence of a number of deficiency diseases, notably, Bitots, Spots, Xerophthalmia, Angular Stomatitis, and Glossitis. Cases of Pellagra were recorded in the Siddipet taluq where Indian maize ~~farm~~ forms the main diet of the villagers.

(3) Magic Lantern Lectures. - Side by side with these surveys, magic lantern lectures on "Food and Nutrition", to demonstrate the good and ill-effects of different types of diet, were given in eleven villages and at one Mission institution.

survey in 1350 Fasli (1941):- (1) District Surveys.- Nutrition surveys were carried out in Mahboobnagar and Nalgonda districts and in the Alampur taluq of Raichur district during 1350 F. (1941). In the areas investigated, the dietary habits of 439 typical families, comprising 2103 members and chosen at random, were studied in detail. Besides these, 4413 boys and 268 girls from various primary, aided and government schools, were assessed for nutritional deficiencies. The procedure of allocating families into separate income groups, ranging from Rs. 5 to 50 per mensem, was systematically followed throughout the survey.

Among the three districts surveyed during the year, underfeeding and conditions of semi-starvation noticed in Mahboobnagar and Nalgonda districts were not so obvious in Alampur taluq. The analysed diet schedules revealed that they were ill-balanced throughout with low fat, calcium and vitamin A and C contents due to the relative absence or meagre inclusion of protective foods. Xerosis, Bitots spot largely, and to a small extent Angular Stomatitis, Glossitis and nutritional anaemia were noticed.

(2) Prevalence of Fluorosis.- Preliminary investigations to ascertain the prevalence of Fluorosis, if any, in the southern and south-eastern areas of the state were also undertaken during the year. Some villages in the Raichur, Nalgonda and Mahboobnagar districts were investigated for the incidence of mottled enamel. In these villages 60 samples of drinking water from wells were analysed and found to contain fluorine. In the investigated areas in Alampur and Mahboobnagar, 15 per cent. of the school children were suffering from mottle enamel. In other cases the incidence was as high as 31.6 per cent. In other places the investigations disclosed cases of affectation of bones involving joints, the persons affected being elderly individuals who had lived in the surveyed areas for 25 years and over.

(3) Institutional Surveys.- Besides the general diet and nutritional survey work and the enquiry into the prevalence of fluorosis, institutional surveys were also undertaken during the year in three places in the area surveyed and an enquiry was conducted in regard to the dietetic habits of the Chenchoos, an aboriginal tribe inhabiting the Farhabad forest in Mahboobnagar district.

Remedial Measures.- With a view to rectifying the diet deficiencies which the surveys have revealed, suggestions have been forwarded to the Agricultural Department in regard to the following:-
(a) the popularisation of the cultivation of cereals like jawar and ragi in place of maize, (b) increasing the production of millet - jawar and ragi, (c) increasing the cultivation of pulses by developing improved varieties, (d) the study of leafy vegetables in particular and their increased production, (e) the development of kitchen gardens in villages, and (f) the extension of the growing of vegetables.

Future Programme.- The Nutrition Department contemplates drawing up a future programme of work before the current three-year survey is concluded, bearing in mind the findings made as a result of work done hitherto. In view of the close relation nutrition survey work bears to public health, agriculture, rural reconstruction, animal husbandry and other allied subjects, it is proposed that a Nutrition Committee, comprising officers of allied Departments should be constituted so as to ensure the fullest co-operation in the future programme of work. (March 1942 issue of Hyderabad Information).

Housing Amenities for Menial Municipal Employees of Bombay. ✓

The importance of providing Harijans (Lowest Classes) employees of municipalities with quarters free or at concession rates, free water supply and lighting, and co-operative credit societies has recently been emphasised by the Bombay Government. Measures of this kind are considered essential for the benefit of these employees of municipalities as they play an important part in maintaining the health and sanitary condition of urban areas. A number of municipalities have provided them with housing accommodation either free or at a nominal rent while a few have, in addition, given them water supply and lighting facilities.

The Government, however, note with regret that the question of providing housing accommodation for these classes has not received the attention of other municipalities, and trusts that those which lag behind will take necessary action as soon as possible. At the same time, it is stated that an examination of the general conditions of the menials in the service of local bodies in the Province reveals that many municipalities, which employ them in their health department, are alive to the necessity of improving their conditions. Almost all these bodies have treated them as their permanent servants and have extended to them the benefit of leave, provident fund, gratuity and the like, which are usually allowed to other permanent employees.

(Bombay Information, dated 7-3-1942.) ✓
+

ORGANISATION, CONGRESSES, ETC.

Employers' Organisations.

15th Annual Meeting of Federation of Indian Chambers of Commerce and Industry, Delhi, 7th and 8th-3-1942.

The 15th annual session of the Federation of Indian Chambers of Commerce and Industry was held at ~~New~~ Delhi on 7th and 8th-3-1942, under the presidentship of Sir Chunilal B. Mehta. Among the distinguished visitors present at the opening session were five members of the Viceroy's Executive Council.

Presidential Address.- After reviewing at some length the war situation and the growing peril from Japan, Sir Chunilal B. Mehta, the President, dealt with the political situation and said:- "In this hour of crisis, India needs the installation of the real representatives of the people in the seats of power which will enable her to bring about national unity and to mobilise her economic and military resources to the fullest possible extent". He appealed to British statesmanship to rise to the occasion and immediately create conditions which would lead to the restoration of popular Governments in the Provinces and setting up of a genuine National Government at the Centre.

Organising Food Supply.- Dealing with the insistent need for conserving and augmenting India's food supplies, he said that although unlike other countries at war, with the exception of Burma rice, India is fortunate in that she does not depend on imported foodstuffs, the growing shortage of wheat and rice for civilian needs occasioned grave anxiety. He urged that the Government of India should take the lead in organising a vigorous Production Drive, and that for this purpose should immediately invite the representatives of the Provincial Governments, as also of the Indian States and the Directors of Agriculture, to chalk out a definite programme of action to explore the ways and means of inducing the cultivators to increase the area under foodgrains and fodder crops. He also urged the setting up of a Production Executive consisting of the representatives of Agricultural and Marketing Departments of the Government of India, Provincial Governments and Indian States, and associating with it a Production Council, consisting of the Members of the Legislature and representatives of Indian Trade and Commerce, with a view to enable the general public to know the steps that are being taken and thus to allay unnecessary panic.

Accentuating Pace of Industrialisation.- He pointed out that, if only Great Britain had awakened to the potentialities of India's magnificent resources in men and materials, ten years ago, and allowed India to go full steam ahead to develop her ship-building, automobile and chemical industries, India would have proved a powerful tower of ~~xxx~~ strength to the Allied Cause, pleaded that even now it is not too late for Great Britain to abandon its attitude of indifference and apathy towards Indian industrialization, and urged the Government of India to mobilise India's entire industrial resources and establish in the country all the key industries with all the necessary ~~and speedy~~ help, such as grant of Priority Certificates for importing plant and machinery, securing necessary Dollar Exchanges, etc.

Inflationary Tendencies.- Dealing with the dangers of inflation, he said that inflation, in the sense of continuous Budget Deficits and resort to the printing press by the Government, has not so far operated in this country. On the contrary, it was a matter of common agreement that while most of the Governments in the world, like the British, American and Australian Governments, have followed more reasonable and unorthodox methods of financing the war, by laying greater emphasis on loans rather than taxes, the Government of India possibly afforded the only example of financial orthodoxy of the Victorian Era, which has relied too excessively on taxation and too little on loans, for meeting Defence expenditure. Further there was no inflationary rise in the prices of staple raw materials like raw cotton, raw jute, etc. On the contrary, there was a marked lag between the prices of agricultural raw materials and manufactured goods. Criticising the demand made for reduction or postponing consumption, he said that, in countries like Great Britain, where all available productive resources are fully utilised, and output of goods for civilian consumption cannot be effectively increased, the Government was right in making such a demand, but so far as India was concerned, so long as the authorities had not done everything within their power to fully utilise India's productive resources and maximise the stock of goods available for consumption, there was no justification whatsoever in their asking the people, who are condemned to a chronic state of under-consumption of even the most elementary necessities of life, to curtail or to postpone their consumption. He therefore urged the Government of India ~~to take the lead in organising a Productive Drive~~ in time, with a view to substantially speeding up the total output of foodstuffs, fodder-grains and manufactured goods.

Resolutions adopted.- The more important of the resolutions adopted are noticed below:-

Crop Planning.- In view of the agricultural situation in the country as a result of the war and the experience of the last few years, particularly with regard to the closure of India's external markets, the non-absorption of the exportable surplus within the country and the consequent accumulation of stocks, the Federation is of opinion that the fullest exploitation of the various agricultural crops should be secured by their proper planning and co-ordination, and, with that end in view, the Federation requests the Government of India to undertake a comprehensive survey and analysis of various crops in India with the object of obtaining adequate data and a correct perspective of existing as well as potential agricultural resources. The Federation feels that such a survey would enable Government to adjust the raising of the agricultural crops, particularly foodstuffs, and thus to meet not only the internal demand but also to adjust the agricultural economy of this country in such a manner as to meet the post-war conditions of international markets in raw materials.

Establishment of Defence and Key Industries.- (a) While recognising that some progress has been made by India in the expansion of certain existing industries and the establishment of some new industries for the supply of essential war requirements, the Federation deplors the absence of any initiative or planned support, on the part of the Government of India, towards the establishment of any important Defence or Heavy Industries.

(b) The Federation is, therefore, strongly of opinion that, in view of the experience gained since the outbreak of the present hostilities regarding the dependence of this country on import of its requirements in several important and vital spheres, the needs of India, both for its defence and continuance of normal life, demand the establishment and expansion of Defence Industries, such as the manufacture of Air-Craft, Automobiles, Ships, Tanks and Munitions, as well as Heavy and Key Industries such as Locomotives, Machinery and Machine Tools, Heavy Chemicals, etc.

(c) The Federation would urge upon Government the desirability of utilising India's Sterling Credits towards the purchase and transfer of necessary plant and machinery from the United Kingdom or under the Lease and Lend Act from U.S.A. for the early fulfilment of these essential requirements for achieving a strong and self-reliant national economy as well as making India an arsenal of the East.

(d) The Federation urges that the fullest facilities should be given by the Government of India for importing machinery, spare parts, machine tools and the necessary raw materials and for obtaining technical personnel from abroad for the establishment of such industries.

Civil Defence of India.- (a) The Federation appeals to the Indian public, and the Indian commercial community in particular, that in any emergency which may arise through enemy action, they should remain calm and carry on their normal avocations and should assist in dispelling panic as well as in the proper distribution of fuel and foodstuffs, and co-operate with organisations working in their respective areas for the civil defence of the population.

(b) The Federation views with grave concern the unpreparedness of this country in the matter of civil defence, and strongly urges upon the Government of India the necessity of immediately instituting, in consultation and co-operation with Provincial Governments and municipal administrations, schemes of Air-raid Precautions, and for the adequate supply and distribution of foodstuffs, medicines and first-aid requirements, at principal industrial centres.

Transport Facilities.- (a) The Federation deplors the serious lack of adequate transport facilities in the country as a result of the dearth of coastal shipping, curtailment of motor transport due to petrol rationing and removal abroad of rolling stocks, including locomotives, and rails.

(b) The Federation draws the attention of the Government in particular to the shortage of wagons all over the Indian Railway System and the consequent difficulty of securing the movement of essential raw materials, fuel, foodstuffs and industrial products, and urges upon them the desirability of establishing a Central Wagon Co-ordinating Authority for the proper handling and equitable distribution of wagons over all the Railway System.

It also demanded that the despatch of locomotives, wagons and dismantled railway track and equipment to places ~~outside~~ outside of India should be stopped and that no discrimination or other abuses in allotment of wagons are practised on the plea of military traffic or public priority.

Resolutions were also adopted on the following subjects:- Constitution of Telephone Board; Investment of Life Assurance Funds under the Indian Insurance Act; Indians Abroad; Assessees in India with Businesses in Burma, Malaya and the Far East; Manufacture of Power Alcohol; Administration of Income Tax Law in India; & Short Staple Cotton.

Office Bearers for 1942-43.- The following new office-bearers of the Federation of Indian Chambers of Commerce and Industry have been elected:-

President - Mr. Gaganvihari L. Mehta, Calcutta; Vice-President - Kumararajah Sir M.A. Muthiah Chettiar, Madras; Honorary Treasurer - Dr. N.N. Law, Calcutta.

The following members have been elected in place of those who retired by rotation:-

Sir Shri Ram, New Delhi (representing textile interests); Sir Badri-das Goenka, Calcutta, (representing banking); Rajmitra B.D. Amin, Baroda, (unspecified industry); and Mr. Lalji Mehrotra, Karachi; Mr. Hari Shanker Bagla, Cawnpore; and Mr. R.L. Nopany, Calcutta (unspecified trade and commerce).

The following have been co-opted on the Committee:- Sir Chunilal B. Mehta, Bombay; Mr. G.D. Birla, Calcutta; Mr. A.D. Shroff, Bombay, Sir Abdul Halim Ghuznavi, Calcutta; Mr. M.A. Isphani, Calcutta, and Mr. S.M. Bashir, Cawnpore. Mr. M.A. Master, Bombay, has been elected by the Committee to represent transport.

(The Statesman, 15 and 16-3-1942).

A copy each of the Presidential Address and the Resolutions as ~~it~~ finally recommended by the Committee of the Federation, was sent to Montreal with this Office's minute

9th Annual Meeting of All-India Organisation
of Industrial Employers, Delhi, 8-3-1942.

The 9th annual meeting of the All India Organisation of Industrial Employers was held at Delhi on 8-3-1942, with Sir Shri Ram, President of the Organisation, in the chair. The salient features of the presidential address are noticed below:-

Gaps in Indian Industry.- Dealing with the repercussions of the war on Indian industry, he said:- "After a preliminary period of adaptation, Indian industry is now more fully geared to a war-time economy than ever before and it is enjoying, as is natural in the circumstances, a period of moderate prosperity. There is however a lot of facile and superficial talk about opportunities which the war has afforded for industrialisation, but it does not appear to be fully realised that industrialisation is only possible when the requisite machinery is available. War has doubtless created new opportunities, but the Government of India have not devised adequate measures to meet the difficulties it has interposed in the way of import of machinery. We ~~are~~ have expanded some of our consumer-industries to an appreciable extent; we can now feed the army; but we cannot yet equip that army with the weapons which it requires to fight with. There ~~are~~ are serious gaps in our industrial economy. These gaps are capital industries, such as the manufacture

of machinery and tools, of ships, of aircraft, of automobiles, of railway locomotives, of chemicals, of coal distillation and of fermentation industries generally. Even here, however, small pioneering efforts of private enterprise have been made with but little encouragement from Government."

He criticised Government's neglect of ~~India~~ Indian industries, and cited the cases of Australia and Canada where ever since the war under the fostering care of the Governments national ~~x~~ industries have made considerable progress.

Small-Scale Industries.- "It has been this Organisation's desire to collect information regarding the innumerable small and medium-sized industrial concerns which have come into existence since the war, with a view to find out their problems and difficulties so that we may, if necessary, intercede with Government for assistance to them in their hour of need when foreign competition faces them on the termination of the war, but the Organisation's effort to collect information did not yield satisfactory results." He therefore urged Government to collect immediately all available data in regard to these small industries. Such a step would not only do much good eventually to small enterprises generally, but infuse greater encouragement and strength in those which are already in the field. He also urged the setting up of a small tribunal to recommend to Government what measures of assistance are necessary in order that prompt help may be extended to small-scale industries.

Employer-Employee Relationships.- Dealing with this subject he said: "Relations between capital and labour have on the whole been cordial and it is gratifying to record that strikes have been few and that not much time has been lost. There is increasing appreciation of the fact that to develop industry one must first develop its workers and that the workers' well-being is an industrial insurance, an industrial investment. The theory that the worker's place in the employer's production scheme is that of a producing machine combining cheapest possible cost with the highest possible efficiency is happily out of date. Employers have responded generously in the matter of granting dearness allowances to compensate for the increase in the cost of living. Labour however must also appreciate that the stimulus to industry which comes from Government spending must necessarily have a limited duration. When industry is active, profits and wages tend to be high and when profits and wages are high, the capacity to save is also large. The surpluses arising while demand is great should be accumulated and conserved against a period of reduced earnings. Employers themselves may take advantage of the opportunity for the creation of social service funds from the surpluses accruing now for expenditure on welfare work in lean years. The creation of these funds in the form of irrevocable Trusts would be a guarantee to the workers against the diversion of these resources for other purposes."

Labour Legislation.- He then dealt with the labour legislation programme of the Government and referred to the conference between the Labour Member of the Government of India and the representatives of the Organisation for discussion of Government's proposals, particularly to sickness insurance, industrial fatigue and night shifts. ~~The question relating to~~ ^{with regard} Sickness insurance, although an important step in the structure of labour legislation of a country, bristles with great difficulties. When this question came up before employers a year ago for

consideration, we made it definitely clear that these questions were more or less matters for peace-time legislation, and that any attempt to introduce them in these abnormal times would only give temporary results, and that consequently such attempts might not be useful in collecting the statistical data required by Government in respect of such schemes before permanent legislation was put on the Statute Book. Industrial employers in India are agreeable to the acceptance of the principle of sickness insurance, and want to give it preference over holidays with pay, provided the State contributes in a reasonable manner towards the working of the scheme and provided that the introduction of the scheme in British Indian provinces does not create different conditions of employment of labour between Indian States and British India."

Dealing with industrial fatigue, he said that it is contended that the experience of industrially advanced countries shows that the prolongation of the working hours without consideration of its effects on the worker's health does not bring about a proportionate increase in the output. "The same may be said of conditions in India, but we have no reliable data to guide us in our opinion. I would only caution Government from rushing headlong and creating situations from which it may be very difficult & later on to withdraw in the absence of reliable data to guide our decisions."

I.L. Conference.- "The International Labour Conference, could not meet in Geneva in 1940 owing to the war situation. During October 1941, a special Conference of the I.L.O. was held in New York. The Government of India's refusal to send the Employers' Delegate to the special session on the ground that they could not send the Labour Delegate because of certain differences of opinion between the Labour Union Organisations and the Government, will be deplored by all industrial employers. It must be said that we were willing to accept the position of a non-voting delegate and the Government's decision to deny usx representation at the Conference was not helpful. As you perhaps know, the Director of the I.L.O. made a suggestion at the Conference for the creation of an Asiatic Regional Conference to consider questions relating to Asiatic countries and I trust that greater attention will be paid to the requirements of the countries in the East in all international questions affecting industrial labour."

(Summarised from the Printed Text of the Presidential Address of Sir Shri Ram, President, All India Organisation of Industrial Employers, forwarded to this Office by the Secretary of the Organisation.) (A copy each of the Presidential Address and the Report of the Proceedings of the Committee of the Organisation for 1941-42 was forwarded to Montreal with this Office's minute F.6/242/42, dated the 19th March 1942). +

13th Annual Meeting of the Indian National Committee
of the International Chamber of Commerce, Delhi, 8-3-1942.

The 13th Annual meeting of the Indian National Committee of the International Chamber of Commerce was held at Delhi on 8-3-1942, with Sir Chunilal B. Mehta, President of the Committee, in the chair. The more important points in the address are noticed below:-

World Conditions.- Reviewing at some length the effects of war on commerce and industry the world over, ~~he~~ ^{he} said that all the war-time controls over production, trade & exchange, were intensified in belligerent

countries, with a view to fully mobilising the productive resources for more effective prosecution of the war. The chief characteristic of economic situation in most countries was that, under the stimulus of huge war expenditure by Governments, the productive resources reached the stage of relatively full employment and the authorities in those countries were faced with the problem of preventing the emergence of inflationary rise in prices and costs.

Effect on Indian Industries.- "In India, the decline in economic activity, which was caused by the fall of France in June 1940, continued to exercise a depressing influence on commodity markets for some time, but, in the latter months of 1940, and for the greater part of the year 1941, a more ~~but~~ hopeful outlook was in evidence owing to the improvement in war situation and to the large purchases of the Supply Department in connection with the war. The commodity prices recovered rapidly and the Calcutta Index Number of prices rose from 114 in June 1940, to 156 in October, 1941, as compared with the peak of 137 in December 1939. Available figures reveal that, while industries like cotton, jute, wool, silk and iron and steel are working to capacity, other industries like cement, glass, paper, soap, chemicals, leather manufactures, drugs and medicines, etc, have undergone a marked expansion of output as well as capacity under the stimulus of military demand. While Indian industries received a great stimulus from increasing war orders, the closure of traditional export markets in Europe and in Japan, and the growing shortage of shipping space, worsened the position of the hard-hit Indian cultivator. The financial and currency system of the country as a whole continued to withstand the strain of the war."

Danger of Excessive Dependence on Foreign Markets.- "Twice in a single decade, however, the Indian cultivator has learnt, to his great cost and suffering, that his excessive dependence on the world markets renders even his meagre income extremely insecure and unstable. The collapse of prices after the Great Depression of 1929 ushered in a period of acute and unrelieved depression. The virtual closure of the European and Japanese markets resulting from the conditions during the present hostilities has again imposed severe hardship on the cultivators who are faced with the problem of unsalable huge surpluses on their hands. The post-Depression commercial policies of quotas, bilateral agreements and exchange control, which were adopted by India's traditional customers in Europe, and by Japan, has led to a considerable shrinkage of the markets for India's staple exports, such as short and fair staple cotton, raw jute, oilseeds, etc, and compelled the Indian primary producer to increasingly look to the internal market for the disposal of his surpluses. The war-time requirements of self-sufficiency in food and raw materials are bound to stimulate agriculture in most industrial States during this war and it is hardly likely that the war-expanded agriculture would be "let-down" by their statesmen after the return of Peace. It is idle to hope that India's traditional export trade in staple agricultural produce could be revived to anything like the pre-Depression level of 1928-29 in the post-War years. He therefore urged the Government of India to seize the present opportunity to stimulate the development of all kinds of industries which would provide an assured market for most of our exportable surpluses of raw materials and agricultural products within the country itself."

Balancing Agriculture and Industry.- "The transition from an economy adjusted to the production of a large volume of staple agricultural crops for export to one based on more balanced distribution between agriculture

and industry is bound to necessitate a number of production-adjustments in our own internal economic structure. The relative shrinkage of the export markets of cotton, in recent years, both in Japan and Europe, has made it imperative that the internal market for raw cotton, provided by the cotton textile industry, should be fully developed and expanded. Similarly, the curtailment of the area under jute, by substitution of rice (which is ~~at present~~ imported in large quantities from Burma) would also be necessary to bring the peace-time supply of jute more in accord with the reduced world-demand, consequent on the serious decline in the value and volume of international trade in recent years. A conscious and deliberate crop planning would have to be an integral part of the programme of industrialisation, with a view to minimising the hardship and the difficulties of the transition period."

(Summarised from the printed copy of the Presidential address of Sir Chunilal B. Mehta, forwarded to this Office by the Secretary of the Indian National Committee).

(A copy each of the Presidential Address of Sir Chunilal B. Mehta, and the Report of the Indian National Committee of the International Chamber of Commerce ^{for 1941-42} was forwarded to Montreal with this Office's minute F.6/242/42, dated the 19th March 1942.)

Annual General Meeting of Employers' Federation
of Southern India, Madras, 24-3-1942.

The annual general meeting of the Employers' Federation of Southern India was held at Madras on 24-3-1942, Mr. W.H. Peppercorn presiding. The following is a brief summary of the proceedings:-

Employer-Employee Relationship. Mr. Peppercorn, in his ^{Presidential address} speech, referred to the proximity of the war to the borders of India and said that in the immediate situation, which confronted them, there was an imperative call to all of them, employers and labour alike, to use all possible energy towards the furtherance of the war effort, and to allow no consideration whatsoever to deflect them from that end. He next referred to the "marked upward trend in living expenses in July which continued and was accentuated on the entry of Japan into the war" and said that the measures for the granting of dearness allowance to labour devised and agreed by members of the Federation during the previous year worked well, and afforded the necessary elasticity to take care of the situation as it developed in a way which demonstrated the soundness of the principles agreed and adopted in good time in 1940.

Price-Wage Adjustment.- Mr. Peppercorn next referred to the "vicious spiral" of rise in prices, costs and wages and said: "The importance of that cannot, in my opinion, be overstressed, in the widest national interest. No vicious spiral need take place unless those with power to prevent it fail to act. The difficulties inherent in the effective control of prices are certainly not underestimated by us, and where all-India considerations are involved, as in the case of piecegoods, it was clearly not by local action that the end in view could be obtained. But we have felt that action should have been taken last year in the case of food grains produced within the Province and we have experienced a sense of disappointment that the periodical Price Control Conferences which have taken place should not have led to more practical results."

At the moment, there has been a decided improvement so far as Madras itself is concerned. But there are certain special factors operating here locally, and the necessity for vigilance on the part of the authorities on the whole issue can in no sense be regarded as having passed".

Labour Legislation.- Dealing with labour legislation that had come up for consideration recently, Mr. Peppercorn said that the Government of India gave extremely short notice of the subjects for discussion at the Labour Ministers' Conference. It was extremely unsatisfactory from all points of view for employers to be asked to submit their considered views on what were in some cases complicated legislative proposals in the course of a few days. As regards sickness insurance, an item figuring on the agenda, he said:- "We should none of us be otherwise than sympathetic to a sound scheme, involving suitable contributions by the employers, labour and Government and based on insurance principles. But a proposal to apply an experimental scheme to a selected ~~organization~~ organised industry and with the emphasis on the contribution by such industry of the funds necessary for its fulfilment is a different matter and the question of the ability of the selected industry or industries to carry the burden, not necessarily in the immediate conditions prevailing today, but with the more difficult conditions which are likely to ensue in the post-war period, obviously merits serious consideration. It is also right to suggest that State industries ought certainly to be included".

Madras Industrial Disputes Bill.- Referring to the Madras Industrial Disputes Bill (Vide pages 6 and 7 of our February 1942 report), Mr. Peppercorn said: "In the first place, we feel that any measures which can be taken effectively to promote the settlement of trade disputes through the medium of an established machinery for conciliation should be most welcome to all concerned and as such are deserving of our whole-hearted support. But the proposed measure goes further than this and seeks to superimpose upon the conciliation procedure which is contemplated, provisions whereby it will be open to either party in the dispute to apply for reference to the Court of Arbitration, whose decision will thereafter become binding upon both and enforceable under the penalty clauses, in the Bill. Our attitude towards compulsory arbitration of this nature has always been quite clear: we are strongly opposed to it and we believe that the inclusion of such provisions will not be conducive towards those objects which the Bill is designed to secure. The reasons for this are plain enough and lie principally in the fact that, on the one hand, with compulsory arbitration in the background all the time, the prospects of successful conciliation are likely to be gravely prejudiced, and, on the other, whatever legislation may be passed on the subject, it is not possible under the scheme of things in which we live - and will continue to live - to enforce an unpopular award against the inclinations of any considerable body of labour. The use of compulsion by the ~~Government~~ State can afford no short cut to industrial harmony and it is by the extension of the principles of voluntary settlement of disputes by goodwill that we can look for progress in the desired direction. This is recognised in the Bombay Industrial Disputes Act. We recognise that in certain circumstances, particularly under present conditions, it may become necessary for Government to have reserve powers to enable them to enforce settlement by arbitration in cases where the public interest may demand it. But these powers on the lines of an amendment recently effected in the Bombay Act, are proposed to be provided by a separate provision in the Madras Bill and the need for them constitutes no argument for a more general extension of the

system of settlement by compulsory arbitration, a system which is opposed in the United Kingdom not only by employers but by Trade Unions".

Trade Union Movement.- "In the second place we feel that the Madras Bill falls short of what is required owing to the fact that, there is no recognition therein of the part which trade unions must play in the matters which the Bill sets out to regulate. The development of a sound and legitimate trade union movement must be of great importance in affording a basis for the process of negotiation and voluntary settlement of disputes which is so desirable, and it does not seem possible to leave this aspect of the matter out of the objects in view. Provisions to define the duties and responsibilities of Unions, and to secure their proper conduct, while regularising their ~~xxx~~ participation in the various matters which the Bill sets out to cover, accordingly appear to be desirable in the proposed legislation".

Office-bearers for 1942-43.- Mr. W.T. Williams was elected Chairman of the Federation for the coming year. Messrs. W.H. Peppercorn, G.B. Gourlay, D.V. Bullock, H.S. Town and P. Reid were elected Committee Members.

(The Hindu, 25-3-1942) .

SOCIAL CONDITIONS

33

Sind Vagrancy Bill, 1941:
Non-Official Bill Introduced. ✓

On 22-12-1941 a non-official Bill was introduced in the Sind Legislative Assembly to prohibit able-bodied vagrants from begging publicly in the street. The Bill provides that able-bodied beggars should be arrested and produced before magistrates, who should direct them to seek and get employment within a month.

(The Sind Government Gazette, Part IV,
dated 26-2-1942, pages 10 to 12.) ✓

Health and General Conditions in Asansol Mining Settlement,
1940-41.*

Area and Population.- The area of the Asansol Mining Settlement is 413 square miles, and its population according to the 1931 census 382,680. The population was distributed as follows: Asansol town - 31,286; Raniganj town - 16,373; Collieries - 60,000; Industrial areas of Kulti and Burnpur - 12,000; and Rural Areas - 263,021. There are 490 villages, ~~about 490 villages~~, about 130 working collieries and 2 towns in the Mining Settlement.

Vital Statistics.- The total births in 1940 in the settlement were 3952 (as against 10,547 in 1939), and the total deaths 6,285 in 1940 (7,548 in 1939). The birth and death rates per thousand in 1940 were 28.3 and 17.8 respectively; and the infant mortality rate was 109.7. The principal vital occurrences during 1938-1940 are given in the following table:

<u>Year</u>	<u>Birth-rate</u>	<u>Death-rate</u>	<u>Infant Mortality Rate</u>
1938	30.3	21.2	137.2
1939	30.0	21.4	129.8
1940	28.3	17.8	109.7

The improvement in the general health of the population, as reflected in the statistics, which was noticed in 1939 was maintained to an even greater degree during the year 1940. There was a marked decline in the general death-rate as well as in the infant death-rate during the year under review. The standard of health in collieries was at a higher level than that of the general population. The monthly mortality rate among the resident colliery population fluctuated from 6.4 to 13.0 per 1000 while that for the Mining Settlement as a whole ranged between 14.3 and 22.3 per 1000. The sickness rate among the mining population was 8.8 per cent. in February, the healthiest month of the year, as against 15.5 per cent. in July, the least healthy month.

Working and Social Conditions:

Output and Prices.- The output of coal for 1940 in British India was little over 26 million tons, representing an increase of 1½ million tons as compared with 1939. The all-India figure of production, including the Indian States, would approximate to the new record level of 29 million tons. The end of 1939 saw a rapid clearing of stocks owing to a sustained demand for coal following on the outbreak of the war. The price level which showed an increase in the last quarter of 1939 remained steady during the first half of 1940. The average price quoted to the State and other railways in 1940 was higher than that of 1939. The market sagged later in the year due to lack of shipment, less internal consumption and to the surcharge on transit. The supply of wagons was satisfactory excepting during the last two months of the year when restrictions were in force.

*Annual Administration Report of the Asansol Mines Board of Health for the year 1940-41. The Pooran Press, 21, Balaram Ghose St., Shambazar, Calcutta. pp. 60.

Safety:-1. Coal Mines Safety (Stowing) Act, 1939.- During the year Rules under sec. 12 were promulgated and the Stowing Board allocated from the funds accruing from the excise duty on despatch of coal and coke a total sum of Rs. 1.1 million for the year 1940-41, of which Rs. 500,000 were available for voluntary stowing. An ad hoc Committee of Mining Engineers was appointed to examine all applications for loans for the purchase of plant and for assistance towards the cost of voluntary stowing. ~~were received from 49 concerns and for loan from 6.~~

ii. Rescue.- Construction of the Rescue Station in the Raniganj Coalfield was taken in hand during the year and has since been completed. A permanent rescue corps in charge of a Superintendent will be maintained in the station which will be financed from an excise duty on coal and coke. Instructors will also be appointed to train rescue workers, who must be maintained at each mine in accordance with the Rules.

Supply of Labour.- The labour supply was generally sufficient throughout the year. There was no labour trouble in the Raniganj Coalfield and no strike of any importance among the mining labour. The number of persons at work in the Raniganj Coalfield reaches its maximum in the month of February. On the date selected this year by the Chief Inspector of Mines in India for recording attendance 85,820 were registered compared with the figure of 89,421 on the day selected in 1939. The average daily attendance was 68,676.

Wages.- The standard of wages remained at the level reached in the previous year when increments were granted at most collieries. The majority of miners are content to work only for a living wage to meet the bare necessities of life and they spend to the limit of their incomes.

Medical and other Facilities:- 1. Hospitals and Dispensaries.- ~~Each colliery is required to maintain a dispensary and an indoor ward~~ under the supervision of an approved medical officer, the number of beds being dependent on the number of persons employed. Medicines are kept in stock according to a list approved by the Board of Health. Some of the smaller collieries situated in adjacent areas are allowed to share the services of one medical officer. Provision of isolation huts for infectious cases is also compulsory.

ii. Miners' baths.- Bathing pools fed by pit water, which is changed at regular intervals, have been provided at the majority of collieries. Shower baths, with separate compartments for men and women and an overhead tank ensure a constant supply of water, have been arranged at a few collieries. The latter arrangement is recommended as being more sanitary.

Sanitary Provisions.- The question of provision of surface and underground latrines is pending final decision of the Local Government. Sweepers are engaged by colliery authorities for conservancy cleaning. The number of sweepers depends on the size of the colliery. Refuse collected in dust-bins, is either removed to fill up outlying pits or burnt.

Recreation.- The habit of spending an hour or two in the pachai shop after the day's work can best be counteracted by a well-planned programme of sports and recreation. For this purpose the year may be divided into three periods according to the amount of daylight available in the evenings. Football, which is very popular, appears to be best suited to the period of maximum daylight, sports to the period after the rainy season and a varied programme of radio, music and jatra te-

to the winter months. Already at certain collieries increased attention has been paid to the provision of such amenities and it is hoped that the movement will become a general one.

Education.- Many of the larger collieries have provided primary ~~schools~~ schools for the education of miners' children. It is hoped that groups of smaller collieries will combine to provide similar educational facilities. There appears to be considerable scope for the establishment of adult literacy classes ~~at~~ at collieries similar to those which are already functioning successfully in the rural areas.

Welfare.- One group of collieries has provided for the services of ~~two~~ midwives with daily clinics for mothers and babies. In other areas accommodation has been provided by colliery authorities in houses either ~~partly~~ newly built or suitably adapted for regular Maternity and Infant Welfare Centres which are under the management either of the Board of Health or the Health and Baby Welfare Society. Up to the present there has been no uniformity in the payment of maternity benefits to women workers. The Government of India have under consideration a proposal to introduce legislation for the extension of maternity benefits to women workers employed in Coal Mines. ✓ 4

School Medical Services for Conserving Health of School Children: Recommendations of Committee on Medical Inspection.

The creation of school medical services in Provinces and States is recommended by the Joint Committee appointed by the Central Advisory Board of Health and the Central Advisory Board of Education to investigate and report on the question of medical inspection of school children and the teaching of hygiene in schools.

Provincial School Medical Services.- In each major Province, the Committee says, there should be a whole-time Chief School Medical Officer to administer the school medical services, which should have a sufficient number of doctors for medical inspection and treatment of school children. The Provincial Governments should bear at least 50 per cent of the cost. The scheme should include both primary and secondary schools and it should be a condition of recognition that each school takes part in the scheme. Medical inspection and treatment should be provided free for the children of all primary schools and of the primary departments of secondary schools. In secondary schools, particularly in urban areas, the fees charged should include a contribution towards the cost of medical inspection and treatment.

Follow-up Work.- Probably, fifty per cent of the children attending school, according to the Committee, would be found to require medical attention or medical observation. It lays special emphasis on treatment and follow-up. A scheme for medical inspection without provision for treatment and follow-up, it says, is of little or no use. Schemes for treatment must include provision for supplementary feeding. All children should have a mid-day meal whether it is brought from their homes or provided at the school.

Other Recommendations: School Clinics, Health Parades, etc.-

Other recommendations include the provision of school clinics, particularly in urban areas, health and cleanliness parades before the school starts and instruction to school children in personal hygiene.

Health Training for Teachers.- For teachers it is recommended that hygiene should be a compulsory subject in all courses for their training and practical demonstration should form an important part. Teachers should be taught by practice to recognise defects in children and to do elementary treatment. The physical instructor of a school should have training in the elementary principles of physiology, of hygiene, mode of life and nutrition. Health education should find a prominent place in the programme of study for physical instructors, the aim being to develop in them the incentive and the ability to train children to practise healthful living and to enable these teachers to co-operate intelligently in medical inspection.

(The Hindu, 1931 19-3-1942). ✓

Education in India, 1938-39.* ✓

Stress on Vocational Bias.- The most important event of the year has been the inauguration in many areas of experiments along the lines advocated in what is popularly known as the Wardha education scheme. The report of the Sub-Committee of the Central Advisory Board of Education, which was appointed at the third meeting held in January 1938, "to examine the scheme of educational reconstruction incorporated in the Wardha scheme in the light of the Wood-Abbott Report on General and Vocational Education and other relevant documents and to make recommendations" was considered by the Board at its fourth meeting held in December 1938. The Board generally adopted all the recommendations made by the sub-committee, and decided that a copy of the report, together with a summary of the discussion, should be forwarded to Provincial Governments for their consideration and for such action as they might consider necessary. As it was felt that certain points arising in connection with the Wardha scheme required further consideration, the Board appointed another committee to examine these. This committee met after the close of the year under review.

Activities of Provincial Governments.- In Madras, Hindustani was introduced as a compulsory subject in Forms I to III in all Government secondary schools and in 100 selected secondary schools under private management; a Bill to amend the Madras Elementary Education Act with a view to ~~amend~~ establishing District Educational Councils was passed and rules were framed for the improvement of the conditions of service of teachers in elementary schools under private ~~management~~; service registers for teachers were also prescribed. In Bombay, the reports of the Adult Education Committee, the Vocational Training Committee and the Primary Teachers' Training Committee were issued during the year and three Boards were set up: (i) the Board of Secondary Education, to advise Government on general questions concerning secondary education and the introduction of vocational subjects in secondary schools, (ii) the Board of Physical Education, to advise Government on all matters pertaining to the physical education of children of school-going age and others, and (iii) the Provincial Board of Adult Education, to advise Government on all matters pertaining to adult education. A special officer to organise the work of introducing the Basic Education Scheme was appointed, and an Advisory Committee for Basic Education was constituted. Hindustani was recognised as one of the regional languages of the province and the Hindustani School Book Committee to consider the provision of text books in Hindustani was appointed.

In Bengal, District Organisers of Physical Education were posted to all districts in connection with the Youth Welfare Movement; Physical Training Camps were established for school teachers; a revised curriculum for primary schools, covering a course of four years instead of five, was published; and a series of valuable reports on girls' education in Bengal, on the deprovincialisation of Government colleges, on new rates of pay for the subordinate educational services, on scales of pay for gazetted educational officers and on the reorganisation of the Bureau of Education, India. Education in India in 1938-39. Published by the Manager of Publications, Delhi. 1941. Price Rs.3 or 5s. pp. 138.

Inspectorate were issued during the year under report. In the United Provinces, the year 1938-39 was devoted mainly to preparing reorganisation. Various committees were set up to examine the whole field of education with a view to suggesting what changes were necessary and how they were to be carried out. The first of these was the Secondary and Primary Education Reorganisation Committee consisting of members of both Houses of Legislature, educationists and officials; the second was the Universities' Reorganisation Committee. Other committees dealt with Sanskrit studies, the reorganisation of the Sanskrit College, Benares, and the question of the type of physical training (including military training) to be given in secondary institutions.

In Bihar, an important event of the year was the adoption of a resolution moved in the Legislative Assembly which asked Government to make adequate provision for military training in schools and colleges and to establish a separate military school. In the Central Provinces, a Central Board of Physical Welfare was constituted and a Chief Organiser appointed. The scheme for the establishment of Vidya Mandirs also came into effect during the year. In Sind, a committee of experts was appointed to make suggestions for overhauling the whole educational system with a view to giving vocational bias to education in ordinary schools as well as providing some technical and industrial schools. The Orissa Government set up a Board of Basic Education during the year under report.

General Progress. - The percentage of pupils under instruction to the total population advanced from 5.18 to 5.41 in recognised institutions and from 5.35 to 5.64 in all kinds of institutions. The percentage of male scholars to male population improved from 8.16 to 8.56, and of ~~male to total population~~ female scholars from 2.42 to 2.52. The wastage percentage in primary classes decreased from 70 to 69 in the case of boys and from 84 to 83 in the case of girls. 22,000 additional boys and 16,000 more girls as compared with the previous year reached the stage of literacy. Enrolment increased at all stages of education, the total increase exceeding by over 230,000 pupils the increase recorded during the previous year, which was the largest during the last nine years. The policy of eliminating inefficient and uneconomical schools was continued with success. Even more striking progress was made in adult education. Women's education also showed considerable improvement. Educationally backward communities advanced and progress in physical training, playing of games and medical inspection was also registered.

Number of Institutions. - The total number of institutions increased by 1,295 to 236,546 during the year under report, which more than made up for the decrease of 1,702 institutions during the previous year. There was an increase in numbers in all the provinces except in Madras, Bengal, Coorg, Ajmer-Merwara and Bangalore. In the first two, the fall was the outcome of the policy of closing down inefficient and uneconomical elementary schools.

Number of Students. - With an increase of 676,710 pupils - the largest increase during the last twelve years and more than that of the previous year by over 230,000 pupils - the total enrolment went up to 14,508,615. All the provinces recorded satisfactory increases except Coorg and Bangalore where the numbers fell by 473 and in un-
^{346 pupils to 1,140,000} recognised institutions amounted to 76,085 pupils. All kinds of institutions except professional colleges for women, and primary

schools for girls, which registered reductions of 2 and 24,203 pupils respectively, contributed towards the increase.

Expenditure. - The total expenditure on education in British India increased by Rs. 8.34 millions to Rs. 278,199,492 during the year under review, the increase in expenditure during the previous year being Rs. 5.89 millions only. The total expenditure is still less by Rs. 4.96 millions than that in 1930-31 when the expenditure was the highest yet recorded. Expenditure was up in all the provinces except Coorg and Baluchistan. Bombay led all the provinces in recording the largest increase of Rs. 2.42 millions followed by Bengal with Rs. 2.13 millions, Punjab with Rs. 1.36 millions, Madras with Rs. 697,000 and Sind with Rs. 365,000. In the others the increase was less than 200,000 of rupees. As in the previous year, all kinds of institutions, except professional colleges for women, shared in the increase.

Of the total expenditure on education, 44.1 per cent. was contributed by Government, 15 per cent. by local bodies, 26.3 per cent. met from fees and 14.6 per cent. from "other sources", which include endowments and benefactions. ✓

Wages

War Bonus to Sholapur Textile Workers. ✓

Reference was made at page 45 of our January 1942 report to the additional dear food allowance granted to textile workers in Sholapur. Simultaneously with the increase in the rate of dearness allowance, the managements of all the cotton textile mills in Sholapur decided to grant a war bonus equivalent to two annas in the rupee on the total earnings during the year January-December 1941 to all their workers. The conditions and details of the bonus are as follow;

1. (a) A War Bonus equivalent to 2 annas in the rupee on their total earnings in the period from 1-1-1941 to 31-12-1941 inclusive, is granted to all cotton mill workers who are on the permanent and badli (substitute) masters of the mills in Sholapur on 31-12-1941 and who continue to be on such masters till the date of payment, except to those badli workers who have put in less than an aggregate period of 75 days' work during the year.
 - (b) That the bonus will be calculated on the earnings exclusive of the dearness allowance.
 - (c) That in the case of women who have been on maternity leave in the period referred to in (a), the actual maternity allowances drawn by them will be included in their total wages for the purposes of calculating the bonus payable.
2. That the bonus will be paid to the workers on 21-2-1942.

(Labour Gazette, Bombay, January 1942 issue). ✓

Dearness Allowance for Low-paid Government Servants in Bombay Province: Increased from Rs. 2/- to Rs. 3/- per month. ✓

The dearness allowance granted to low-paid Government servants in Bombay Province has been increased by the Government of Bombay from Rs. 2 to Rs. 3 a month. The allowance is dependent on increased cost of living.

Only those Government servants, who, if employed in Bombay City are in receipt of emoluments not exceeding Rs. 49 a month or, if employed in the mofussil are in receipt of emoluments not exceeding Rs. 34 a month are eligible to the revised concession. Government servants in Bombay City whose emoluments exceed Rs. 49 a month but not Rs. 52 a month and Government servants in the mofussil whose emoluments exceed Rs. 34 a month but not Rs. 37 a month will be granted such allowance as is necessary to make their emoluments equal to Rs. 52 a month and Rs. 37 a month respectively.

The average cost of living index figure for the three months ending January, 1942, was over 130. The revised rate, therefore, has been applied retrospectively from February 1. +

42

The concession of dearness allowance has been extended also to the whole-time daily rated staff from March 1. They will be paid an allowance of 2 annas a working day subject to a maximum of Rs. 3 a month. If, however, the average cost of living index is below 130, but not less than 117 for any three consecutive months, the rate of allowance will be reduced to 1 anna and 3 pies a working day subject to a maximum of Rs. 2 a month.

(Bombay Information - issued by the Government of Bombay - dated 28-3-1942). +

~~XXXXXXXXXXXXXXXXXXXX~~

Increased Dearness Allowances for Tramway Employees in Bombay.

In June 1940, the Board of Directors of the Bombay Electric Supply and Tramways Company had agreed to grant a dearness allowance of Rs.3 per month to each employee whose gross monthly earning capacity was Rs.100 and under, and one anna and six pies per day to daily paid labour whose gross monthly earning capacity was Rs.100 or less. These rates were to have effect from 1-6-1940 and were to continue for the duration of the present war or until the monthly cost of living index figure for Bombay remained lower than 105 during three successive months, whichever was earlier. In view, however, of the recent rise in the cost of living, the Board of Directors recently reviewed the position and have sanctioned a revised scale of dearness allowance to be paid from 1-7-1941 to all ~~employees, daily rated as well as monthly paid,~~ whose individual gross monthly earning capacity is Rs.100 and under. The dearness allowance payable on the basis of the Bombay Cost of Living Index figures ranges from Rs.5-2-0 to Rs.5-4-0 per month for cost of living from 121 to 135.

(The Labour Gazette, Bombay, December 1941)

43

Control Measures

Control of Electric Supply. ✓

The Government of India has decided, with the consent of all Provincial Governments, to assume, for the duration of the war, full authority for controlling and restricting the supply of electricity by public electricity supply undertakings throughout India to such extent as may be found necessary. To enable it to exercise these and other ancillary functions, the Government of India has set up with effect from the 6th February 1942, a Central Electric Power Control Board, with Mr. H.C. Prior, Secretary, Labour Department, Government of India, as Chairman.

The functions of the Board will be - (a) to advise the Government of India where in its opinion it is considered necessary that any measure of control should be applied to any public supply undertaking; (b) to administer such control, as may have been approved by the Government of India in the case of any public electric supply undertaking and, in particular, to issue permits for new supplies of electricity or for restriction of existing supplies in accordance with the general principles laid down by the Government of India; (c) to collect such information from public electricity supply undertakings as it considers necessary in order to be in a position to advise Government regarding the necessities of control and as to the areas in which surplus electric power is likely to be available; and (d) to collect such information as may be required to assist in co-ordinating the development and utilisation of electric power on the best lines in furtherance of the general interests of the war effort and industrial development of India.

(Resolution No. A. 826 dated 6-2-1942:
The Gazette of India, Part I, dated
14-2-1942, pages 356 to 357.) ✓

The Healds and Reeds Control Order, 1942. ✓

The Government of India has promulgated the Healds and Reeds Control Order, 1942, which applies to cotton healds, wire healds and reeds used by the textile industry other than jute and hemp. The Order prohibits the sale or other disposal of the controlled articles without a licence for the purpose. Persons desiring to purchase the controlled articles are to apply to the Assistant Director General, Cotton Textiles, Central Government.

(Notification No. SS/44/42 dated 17-3-1942:
The Gazette of India Extraordinary, dated
18-3-1942, page 333.) ✓

The Rubber Control Order, 1942. ✓

The Government of India promulgated on 24-3-1942 the Rubber Control Order, 1942, which is to come into force on 1-4-1942. An "Indian Rubber Control Committee" is to be set up, with the following functions:

The Committee will - (a) receive consolidated indents of requirements of rubber from the Controller of Rubber Manufactures; (b) approve estates and dealers for the purposes of this Order and maintain a register of approved estates and dealers; (c) allocate demands according to indents received and grant permits to approved estates and dealers for sale or transfer of rubber in the Indian market; (d) submit to the Central Government every month a report ~~for~~ showing (i) the permits granted by it during the preceding month, (ii) the stocks of all grades of rubber held by each approved estate or dealer, and (iii) an estimate of all grades of rubber expected to be available for distribution in the three months following the date of the submission of the report; (e) carry out such other functions in respect of this Order as the Central Government may from time to time assign to it.

Purchase or other acquisition of rubber will have to be done by applying to the Controller of Rubber Manufactures. Restrictions have been imposed on manufacturers from, or disposal of, stocks held by manufacturers.

(Notification No. 271 (1) Tr. (I.E.R.)/42 dated 24-3-1942; The Gazette of India Extraordinary, dated 24-3-1942, pages 358 to 362.) ✓

Sind House Rent Control Order, 1942. ✓

The Government of Sind has promulgated the Sind House Rent Control Order, 1942, which extends to the whole Province, but ~~it~~ comes into force on 1-4-1942 in the first instance in a few urban areas, including Karachi, and Hyderabad. A Rent Controller, appointed under the Order, is to fix a "fair rent"; such rent for a house is the rent charged on 1-12-1941 or earlier, plus ten per cent.

(Notification No. S.D-133/13-A/56, dated 30-3-1942; The Sind Government Gazette Extraordinary, Part I, dated 30-3-1942, pages 664 to 667). ✓

45

Production

War Purchases of Supply Department up to 31-12-1941
total 2300 millions: Effect on Industries. ✓

The value of war purchases made by the Supply Department, Government of India, from the outbreak of war to December 31, 1941, amounted to nearly Rs. 2300 millions.

Classified according to major trade groups, the figures were:-

	<u>Rupees in millions</u>
Engineering, Hardware, Miscellaneous, etc.	976.7
Cotton Textiles ...	504.1
Woolen Materials ...	175.5
Other Textiles ...	288.1
Foodstuffs ...	161.5
Leather Materials ...	101.8
Timber and Woodware ...	92.0
	<u>2299.7</u>

It is to be borne in mind, however, that besides the purchases made by the Supply Department, considerable war orders were also placed by the purchasing organisation of the Defence Services.

(Indian Information, 1-4-1942.) ✓

American Technical Mission to India ✓

The military situation in South-Eastern Asia emphasizes the need of developing as fully and as rapidly as feasible the industrial resources of India as a supply base for the armed forces of the United Nations in the Middle and Far East. The Government of the United States of America accordingly enquired whether the Government of India would agree to the despatch to India of a Technical Mission which could examine and report on the possibilities of American assistance in such developments. The Government of India have expressed their readiness to receive such a Mission.

The Eastern Group Supply Council warmly welcomed the decision to send a Technical Mission. A fresh survey of India's potentialities by those who can rapidly assess the assistance which the U.S.A. could give to developing production in India should prove of inestimable value both to India and to the Eastern Group as a whole.

Until the summer of 1941 when the effect of the Lease/Lend legislation in the United States began to be felt in India, contacts between India and the United States had remained more or less normal. America was buying mica, manganese, and other raw materials from India, while India was buying from America motor vehicles, chassis, machine tools, and other things required for the war effort, as well as a large range of ordinary merchandise the flow of which was naturally restricted by the dollar exchange position. With the establishment of the Indian Purchasing Mission in the United States, the position has changed. India has had to state very fully her case for Lease/Lend facilities, and

46

after a study of the documents presented to them by Sir Shanmukham Chetty, the American experts suggested that India might benefit considerably by the visit of a Technical Mission from America. It is hoped that the Mission may be able to fill some of the gaps in India's munitions production.

(Indian Information, 1-4-1942.) ✓

Development of Small-Scale Industries: Government
of India Convenes Conference.

On March 23 and 24, 1942, a conference was held at New Delhi, at which representatives of the Department of Supply of all provincial Governments, of some ~~representatives~~ of the important States and a representative of the Chamber of Princes were present, to work out a scheme to increase the production of small scale industry with a view to meeting the largely increased requirements of the Department of Supply.

In the year 1941-42 manufactures of small scale industry of the value of Rs. 49,000,000 were taken by the Department of Supply. It is expected that additional orders for the manufactures of small scale industry to the extent of Rs. 51,000,000 will be placed in the year 1942-43.

It was agreed that all provincial Governments and States participating in the scheme should establish official agencies with whom the Department of Supply would contract for the supply of certain goods which can suitably be manufactured by small scale industries. The provincial agencies would make their own arrangements through their Directors of Industries and (or) Registrars of Co-operative Societies. The supply of raw materials, provision of finance, instruction in manufacture, inspection during manufacture and final supply of goods to the Department of Supply would be done by the official agency. The Government of India would, however, give financial assistance within certain limits, if required. The Government of India expect to pay for these goods prices slightly higher than those for goods of organised industry.

This scheme will keep a large number of small scale rural and urban workers busy for the whole year. It would also increase the sources of supply for goods required by the Department of Supply and would also serve as an insurance against loss of production on account of dispersal of labour, damage to factories, etc.

(Leader, 27-3-1942). +

Price Control

47

Chambers of Commerce urge Need for Greater Price Control ✓

In December 1941 the Madras Chamber of Commerce in addressing the Associated Chambers of Commerce of India quoted a specific instance of profiteering in Madras by certain holders of stocks of galvanized iron wire and stated that it was considered that market conditions generally were such as to warrant the Government of India taking drastic steps to control prices of not only foodstuffs which could perhaps be best dealt with on a provincial basis, but of iron, steel and hardware generally, yarn, dyes, chemicals and other products which could only be dealt with on an all-India basis.

The Associated Chambers requested the views of its Member Chambers on the point raised and, in particular, asked for details of the action taken by the Provincial Government in the matter of price control and the experience of the Chambers as to the efficacy or otherwise of such action.

The Committee of the Bombay Chamber of Commerce in reply stated that at the present time gross profiteering was almost universal amongst small merchants and up to the moment the Bombay Government appeared to have done little, if anything, to prevent it. A price controller had, however, recently been appointed and an advisory Committee was being set up, drawn from all classes and communities but, how effective this action was likely to be, it was impossible to say. The Committee added that it strongly supported the Madras Chamber's request that ~~representations should be made to the Central Government~~, and in view of the prevailing market conditions, urged that the Government of India should take drastic steps to control prices of all commodities, which could be dealt with on an all-India basis.

(Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce for January 1942.) ✓+

Progress of Technical Training Scheme. ✓

There are at present 18,000 men under the technical training scheme started by the Government of India to meet war needs and some 5,000 have already passed out to join the service and industry. This, it is claimed, more than realises the first aim set for the Government of India's ~~the~~ Technical Training Scheme to train or have under training 15,000 men by March 1942. The aim now is to train 48,000 men by March, 1943, and since most centres now have sufficient equipment and special training centres have been opened for instructors, its achievement will depend almost entirely on the pace of recruitment. A hundred British instructors have been brought from England and a number of "Bevin Boys" have now become instructors.

The first training centre under the scheme started working in January, 1941, and in just over a year 310 centres have been organised, of which 43 are in Indian States. The total number of seats has increased to 28,500; the most urgent need now is for more recruits. The monthly stipends paid under the scheme have recently been increased from Rs. 25 to 27 in the case of matriculates and from Rs. 20 to Rs. 22 in the case of non-matriculates.

(Unofficial Note dated 1-4-1942 issued by the Principal Information Officer, Government of India.) ✓

Central Government's Order Prohibiting
Hasty Strikes. ✓

With a view to secure the efficient prosecution of the war, the Central Government has, in exercise of the powers conferred by rule 81A of the Defence of India Rules, issued the following Order:-

(1) No person employed in any undertaking shall go on strike in connection with any trade dispute without having given to his employer, within one month before striking, not less than 14 days' previous notice in writing of his intention to do so.

(2) When any trade dispute has been referred to a Court of Inquiry or a Board of Conciliation under the Trade Disputes Act, 1929 (VII of 1929), or for conciliation or adjudication under an order made under rule 81A of the Defence of India Rules, no person employed in any undertaking concerned in the dispute shall go on strike until the expiry of two months after the conclusion of the proceedings upon such reference.

(3) Sub-rule (5) of rule 81A of the Defence of India Rules shall apply to the interpretation of this Order.

(The Gazette of India, Part I, dated
7-3-1942, pages 507 to 508.) ✓ +

Transfer of Power to Provincial Governments to curb strikes under
Defence of India Rules.

Reference was made at pages 14 to 16 of our January 1942 report to the addition of a new section 81A to the Defence of India Rules so as to curb strikes and lock-outs. It is now notified that the powers conferred upon the Central Government by sub-rule (1) of rule 81A of the Defence of India Rules, excepting the power under clause (a) thereof to prohibit any strike or lock-out, shall, in respect of trade disputes within any Province be exercisable also by the Provincial Governments.

(Notification No. L.3005 dated 12-3-1942:
The Gazette of India, Part I, dated
14-3-1942, page 561.) ✓ +

Safety Measures.

Air Raid Shelters in Premises: Amendment to
Defence of India Rules.

The Government of India has amended the Defence of India Rules so as to provide that if in respect of any premises the Central Government or the Provincial Government considers it necessary or expedient so to do for the purpose of affording protection to persons living or employed therein or thereon, that Government may by order require the owner of the premises to construct therein or thereon an air raid shelter, ~~with~~ within such period and in accordance with such requirements as to lay-out materials and construction as may be specified in the order.

If any person directed to construct shelters fails to do so, the Government has taken powers to construct the shelter and recover the cost from the owner of the premises.

(Notification No. 1293-OR/42, dated 7-3-1942; The Gazette of India, Part I, dated 14-3-1942, page 548). +

List of the more important publications received in this Office during
March, 1942 ✓

Conditions of Work.-

- (1) Printed letter No. G.-1721/4470-G.J. dated 4-9-1941 from the Chief Secretary to the Government of Assam, General and Judicial Department, Shillong, to the Secretary to the Government of India, Department of Labour, embodying the Report on the working of the Payment of Wages Act, 1936, for the year 1940.
- (2) Report by the Railway Board on Indian Railways for 1940-41. Vol. I. Published by the Manager of Publications, Delhi. 1942. Price Rs. 3 or 5s.

Economic Conditions.-

- (1) Government of the Punjab. Budget for the year 1942-43, with detailed Estimates of Revenue and Expenditure. Presented to the Legislative Assembly by order of His Excellency the Governor. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1942.
- (2) Proceedings of the meeting of the Standing Finance Committee for Railways, 30th and 31st January, 1942. Vol. XVIII, No. 5 and 14th February, 1942, Vol. XVIII, No. 6. Published by the Manager of Publications, Delhi. 1942.
- (3) Government of Bombay. Civil Budget Estimates for the year 1942-43. Bombay: Printed at the Government Central Press. 1942. Price Rs. 3-6-0 or 6s.
- (4) Government of Bombay - Budget Memorandum for 1942-43. Bombay: Printed at the Government Central Press. 1942. Price Rs. 2-2-0 or 4s.
- (5) Government of Bengal. Board of Economic Enquiry, Bengal. Progress Report of the Board for the term 1939-41. Prepared and issued under the authority of the Board by N.C. Chakravarti, Secretary, Board of Economic Enquiry, Bengal. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1941.

Co-operation and Cottage Industries.-

Report on the working of Co-operative Societies in the Madras Province for the co-operative year ended 30th June 1941. Printed by the Superintendent, Government Press, Madras. 1942. Price Re.1/-.

Organisation, Congresses, etc.-

- (1) Speech of Sir Chunilal B. Mehta, President, Federation of Indian Chambers of Commerce and Industry, at the Fifteenth Annual Meeting held on 7th March, 1942, at Delhi. 1942.
- (2) Federation of Indian Chambers of Commerce and Industry, 28, Ferozshah Road, New Delhi. Report of the Proceedings of the Executive Committee for the year 1941-42. Vol. I. 1942.
- (3) Federation of Indian Chambers of Commerce and Industry, 28, Ferozshah Road, New Delhi. Correspondence and relevant documents relating to important questions dealt with by the Federation during the year 1941-42. Vol. II. 1942.

Organisation, Congresses, etc. (continued)

- (4) Federation of Indian Chambers of Commerce and Industry. Resolutions as finally recommended for the Fifteenth Annual meeting by the Committee. 1942.
- (5) Speech of Sir Shri Ram, President, All-India Organisation of Industrial Employers, at the Ninth Annual Meeting held on 8th March, 1942, at Delhi. 1942.
- (6) All-India Organisation of Industrial Employers. Report of the Proceedings of the Committee for the year 1941-42. 28, Ferozshah Road, New Delhi.
- (7) speech of Sir Chunilal B. Mehta, President, Indian National Committee, International Chamber of Commerce, at the thirteenth annual meeting held on 8th March, 1942, at Delhi. 1942.
- (8) International Chamber of Commerce, Indian National Committee. Report of the Proceedings of the Committee for the year 1941-42. 1942. 28, Ferozshah Road, New Delhi.
- (9) Annual Report on the working of the Indian Trade Unions Act (Act XVI of 1926) for the Province of Bombay, 1940-41. Bombay: Printed at the Government Central Press. Price As. 2 or 3d. 1942.
- (10) Proceedings of the Annual General Meeting of the Associated Chambers of Commerce of India held in Calcutta on the 15th December, 1941. Bengal Chamber of Commerce, Calcutta.

Public Health.-

- (1) Annual Administration Report of the Asansol Mines Board of Health for the year 1940-41. The Peoran Press, 21, Balaram Ghose Street, Shambazar, Calcutta.

Education.-

- (1) Report on Public Instruction in the North-West Frontier Province for the year 1940-41. Printed and Published by the Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1942. Price Rs. 3-2-0.
- (2) Bureau of Education, India. Education in India in 1938-39. Published by the Manager of Publications, Delhi. 1941. Price Rs. 3 or 5s.
- (3) The Bombay Presidency Adult Education Association. Seventh Annual Report, 1941. K.R. Cama Oriental Institute Building, 136, Apollo Street, Museum East, Bombay. ✓

C 6/2/24

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for April 1942

N.B. Each section of this report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
1. <u>National Labour Legislation.</u>-	
<u>Government of India;</u>	
(a) Draft Bill to amend Indian Trade Unions Act, 1926: Provision for "Recognition" of Trade Unions.	1
(b) Weekly Holidays Act, 1942 (Act XVIII of 1942)	1-2
(c) Industrial Statistics Act, 1942 (Act XIX of 1942)	2
(d) Draft Mines Maternity Benefit Rules, 1942	2
Ext <u>Extension Bombay</u>	
Extension of Factories Act to New Premises and Classes of Works.	2
<u>U.P.</u>	
Draft Amendment of U.P. Factories Rules, 1935	3
<u>Gwalior State</u>	
(a) Employers' Liability Act, 1998 (Samvat) (1941-42)	3
(b) Employment of Children Act, 1998 (Samvat)	3-4
2. <u>Conditions of Work.</u>-	
<u>Industrial Disputes:</u>	
(a) Prohibition of Unnotified Strikes in French India: Government's instructions to Employers and Workers.	5
(b) Madras Bus Drivers' Dispute: Arbitrator submits Report.	5
(c) Bhadravati Labour Dispute: Report of Conciliation Officer.	5-6
(d) Labour Conditions in Kolar Gold Fields: Mysore Government Order on Matthan Report.	6-7
<u>General:</u>	
(a) Labour Conditions in Delhi Province, 1939-40	8-9
(b) The Municipal Officers and Servants Recruitment Rules	9
3. <u>Economic Conditions.</u>-	
(a) Working Class Cost of Living Index Numbers for Various Centres in India for January 1942.	10
(b) Progress of Shipbuilding Industry: Over 30,000 men employed.	10
4. <u>Employment, Unemployment and Vocational Training.</u>-	
Helping Educated Unemployed to set up in Business: Bombay Government's Grants.	11
5. <u>Agriculture.</u>-	
Food Production Conference, New Delhi, 6 and 7-4-1942.	12-13
6. <u>Professional Workers, Salaried Employees and Public Servants.</u>-	
Hours of Work in Government Offices in Bombay Province.	14
7. <u>Co-operation and Cottage Industries.</u>-	
(a) Aid to Handloom Weavers in Hyderabad State: Rs. 400,000 sanctioned , sanctioned.	15
(b) 5th All-India Co-operative Conference, Nagpur, 4 and 5-4-1942.	16-17
(c) Progress of Co-operative Movement in India, 1939-40.	18

8. <u>Living Conditions.-</u>	
<u>Spare Time:</u>	
Expanding Activities of the Labour Welfare Department, Bombay.	19
9. <u>Organisation, Congresses, etc.-</u>	
<u>Workers' Organisations:</u>	
(a) Progress of Trade Unionism in India, 1939-40.	20
(b) Special Meeting between A.I.R.F. and Railway Board, New Delhi, 13-4-1942.	21
10. <u>Social Policy in War Time.-</u>	
<u>Wages:</u>	
(a) Dearness Allowance and War Bonus in Textile Mill Industry of Bombay: Review by Chairman, Millowners' Association.	22-24
(b) Dearness Allowance in Baroda for Low-paid Government Servants.	24
(c) Dearness Allowance in Mysore Mines.	24-25
<u>Production</u>	
(a) Organisation of Small-Scale Industries for War Production: Bombay Measures.	26
(b) Details re. Power Plants in India; Government of India requisitions information.	26
(c) Keeping Labour at Work in Air Raid Conditions: Bengal Governor's Communication to Chambers of Commerce.	26
<u>Control Measures:</u>	
(a) Sugar Control Order, 1942.	27
(b) New Central Control Regulation for Inter-Provincial Movement of Wheat.	27
(c) Wheat Control Order, 1942.	27
(d) Rent Restriction in Bombay.	28
(e) Conservation of Foodstuffs in Bengal: Rs. 250 Million Scheme.	28
(f) Ensuring Distribution of Essential Commodities in Calcutta and Industrial Areas; Arrangements made by Bengal Government.	28-29
(g) Workers' Meals during Raids: Mill authorities advised to Store Food.	29
(h) Hotels and Restaurants in Madras City during Exodus.	29-30
(i) Powers to Requisition Property under Defence of India Act assumed by Government.	30
(j) Bombay Government's Action on Delhi Food Production Conference's Recommendations.	30-31
<u>Price Control</u>	
5th Price Control Conference, New Delhi, 7 and 8-4-1942.	31-34
<u>War Risk Insurance:</u>	
(a) War Risks (Goods) Insurance (Amendment) Ordinance, 1942.	34
(b) The U.P. Civic Guard and A.R.P. Employees Indemnity Act, 1942.	34-35
(c) War Risks (Factories) Insurance Ordinance, 1942.	35-36
(d) Tata Company's Free War Injuries Compensation Scheme.	36-37
11. <u>List of the more important Publications received in this Office during April, 1942.</u>	38-39

NATIONAL LABOUR LEGISLATION

Government of India

Draft Bill to amend Indian Trade Unions Act, 1926:
Provision for "Recognition" of Trade Unions. ✓

The Government of India has circulated among employers and workers' organisations a Bill to amend the Indian Trade Unions Act, 1926, which it proposes introducing in the Central Legislature shortly. The Bill seeks to provide for "recognition" of trade unions and define the rights and liabilities of recognised unions. A brief summary of the provisions of the Bill are given below:

Conditions of Recognition.- A trade union of which not less than seventy per cent. of the members are employees of the Central Government or of Federal Railway shall be deemed to be a trade union of employees of the Central Government or of a Federal Railway respectively ~~within the meaning of this section.~~ A trade union shall not be entitled to recognition under this Act unless it fulfils the following conditions, namely:- (a) that it is, and has been for at least six months prior to the date of the application for recognition, a registered trade union; (b) that its rules do not provide for the exclusion of members on communal or religious grounds; (c) that its executive meets at least once a quarter; (d) any further condition that may be prescribed in this behalf by the appropriate Government: Provided that if such ~~further condition is one requiring the union to have a minimum number of members, the number fixed shall not exceed 30 per cent. of the total number of workmen eligible for admission as ordinary members of the union.~~ Recognition is accorded or withdrawn by the appropriate Government. A trade union recognised in any one Province shall be a recognised trade union in any other Province to which its operations extend.

Rights of a Recognised Union.- The executive of a recognised trade union shall be entitled to negotiate with the employer in respect of matters affecting the common interests of the members of the trade union, and the employer shall receive and send replies to letters sent by the executive on, and grant interviews to that body regarding, matters affecting the interests of the members of the union. Nothing in the above provision shall be construed as requiring an employer to send replies to letters on, or grant interviews regarding, matters on which, as a result of previous discussion with the union or the members thereof, the employer has arrived at a conclusion whether in agreement with the executive or not. Any dispute between the employer and the executive as to whether a conclusion has been arrived at shall be referred to the Registrar whose decision shall be final.

(Summarised from a copy of the Draft Bill received
in this Office from the Government of India).

(A copy of the Draft Bill was sent to Montreal with this Office's
minute A.8/302/42 dated 10-4-1942.)

Government of India.-

Weekly Holidays Act, 1942 (Act XVIII of 1942).

References were made at page 1 of ~~the~~ September 1941 report, pages

2 to 3 of the February 1942 report and page 1 of the March 1942 report of this Office to the Weekly Holidays Bill, 1941. The Bill, as finally passed by the Central Legislature, received the assent of the Governor General on 3-4-1942 and the text of the Act is published at pages 31 to 33 of Part IV of the Gazette of India dated 11-4-1942..

Government of India.-

Industrial Statistics Act, 1942 (Act XIX of 1942).

References were made at pages 3 to 4 of the February 1942 report and page 1 of the March 1942 report to the Industrial Statistics Bill, 1942. The Bill, as finally passed by the Central Legislature, received the assent of the Governor General on 3-4-1942 and the text of the Act is published at pages 34 to 35 of Part IV of the Gazette of India dated 11-4-1942..

~~Draft Mines Maternity Benefit Rules, 1942~~

Government of India.-

Draft Mines Maternity Benefit Rules, 1942.

The Government of India has gazetted the draft of the Mines ~~Maternity Benefit Rules~~ which it proposes to adopt to administer the Mines Maternity Benefit Act, 1941 (vide pages 1 to 2 of our November 1941 report). The draft and criticisms thereon are to be taken into consideration by 20-5-1942.

(Notification No. M1285 dated 23-4-1942:
The Gazette of India, Part I, dated
25-4-1942, pages 776 to 778.)+

Bombay.-

Extension of Factories Act to New Premises and Classes of Works.

In exercise of the powers conferred by sub-sections (1) and (2) of section 5 of the Factories Act, 1934 (XXV of 1934) ~~hereinafter referred to as "the said Act"~~ and in supersession of certain specified Government Notifications gazetted from time to time, the Government of Bombay has (a) extended all the provisions of the Factories Act to certain works specified in a schedule, (b) extended all provisions relating to adolescents and children, and certain provisions relating to hours of work and safety to ~~the~~ litho works, and (c) extended all or certain provisions of the Act to classes of small-scale factories the nature of which is described in a schedule. This schedule lists 29 classes of small-scale industries to which ~~the~~ specified portions of the Act will apply.

(Notification No. 1822/34 dated 2-4-1942:
The Bombay Government Gazette, Part IV-A,
dated 9-4-1942, pages 140 to 145.)+

U.P. -

Draft Amendment of U.P. Factories Rules, 1935.

The Government of the United Provinces has gazetted the draft of two amendments which it proposes making in the U.P. Factories Rules, 1935. The first defines what "urgent repairs" are and requires employers to furnish the Inspector of Factories with a statement of the number of hours worked each day in the week by workers employed on urgent repairs. The second requires the employer to supply drinking water in mills free of cost and to have such supply periodically inspected by the Medical Officer. The expenses of such inspection are to be borne by the employer.

(Notifications Nos. 5204/XVIII-223-L and 5204(2)/XVIII-223-L dated 21-4-1942: The U.P. Gazette, Part I-A, dated 25-4-1942, page 114.)

Gwalior State.-Employers' Liability Act, 1998 (Samvat) (1941-42).

Reference was made at page 8 of our February 1942 report to the Employers' Liability Act recently adopted by the Gwalior State. The main features of the Act are: (1) it is applicable to factories coming under the Gwalior Factories Act; (2) the Act bars defence of "common employment" in Workmen's Compensation cases; (3) risk is not to be deemed to have been assumed by the workman unless the employer proves that any risk involved in the employment was previously explained to the workman.

(Summarised from a copy of the Act sent to this Office by the Gwalior Government.)

(A copy of the Act was sent to Montreal with this Office's minute D-1/359/42 dated 12-5-1942.)

Gwalior State.-Employment of Children Act, 1998 (Samvat).

Reference was made at page 8 of our February 1942 report to the adoption recently by the Gwalior State of the Employment of Children Act, 1998 samvat (corresponding to 1941-42). The Act prohibits the employment of children under 15 in any occupation connected with (1) the transport of passengers, goods or mail by railway, (2) the manufacture of matches, explosives and fireworks, and (3) handling of goods within the limits of an air-port. ^{Such employment is} also prohibited in certain processes enumerated in a schedule (bidi-making, carpet weaving, cement manufacture, ~~mining~~ including bagging of cement, mica cutting and splitting, shellac manufacture, soap manufacture, tanning and wool cleaning. Other processes may be added to the schedule by notification.) The Act does not apply to family concerns. Before starting work involving any of the processes

enumerated in the schedule referred to above, notice is to be given to the Inspector appointed under the Act.

(Summarised from a copy of the Act sent to this Office by the Government of Gwalior State).

(A copy of the above Act was sent to Montreal with this Office's minute D.1/359/42 dated 12-5-1952). ✓ r

5

CONDITIONS OF WORK

Industrial Disputes.

Prohibition of Unnotified Strikes in French India:
Government's instructions to Employers and Workers. ✓

With a view to averting the consequences arising out of disputes between employers and employed, and in the interests of public peace and order, the Government of French India has instructed both employers and workers, in case a lock-out or strike is decided upon, to give eight days' notice of such decision to the Inspection of Labour Department of the Government of French India. The Government have also stated that during the war period no act in furtherance of unnotified strikes will be tolerated and that public peace and order will be maintained by all means. The non-observance of the procedure prescribed, state the Government, will be legally dealt with.

(The Hindu, 29th April 1942). ✓

Madras Bus Drivers' Dispute:
Arbitrator submits Report. ✓

Reference was made at page 8 of our November 1941 report to the appointment by the Madras Government of Sir Sidney Burn, Judge of the Madras High Court, to arbitrate in the dispute between the Madras Motor Drivers' Association and the Madras Bus owners and Bus Companies arising out of the bus drivers' strike in July 1941. The arbitration proceedings commenced on 16-3-1942 and concluded on 2-4-1942. It is understood that the award has been forwarded to the Government, but has not yet been published. (Further details will be given in our May 1942 report.) ✓

(The Hindu, 20-4-1942). ✓

Bhadravati Labour Dispute:
Report of Conciliation Officer. ✓

The report of the Chief Conciliator in the dispute between the Mysore Paper Mills Labour Association, Bhadravati, and the Management of the Mills, which was recently published, details the several demands put forth by the Labour Association, and the stage reached with regard to each demand by conciliation. The Labour Association had put forward to the management certain representations in respect of dearness allowance, minimum wage for women employees, leave and some specific demands in regard to the reinstatement of certain workers. The report points out that irrespective of the stage reached by conciliation, the Management had already agreed to many of the demands. They had agreed to grant an increase of Rs. 2-8 a month as dearness allowance to all daily rated staff for the period from 1-10-1941 to 30-6-1942, to

6

meet the provident fund contributions of the monthly rated staff during the above period, to give a minimum wage of six annas a day to all women employees, and to grant two weeks' leave which could be taken in instalments.

(The Hindu, 29-3-1942.) ✓

Labour Conditions in Kolar Gold Fields:
Mysore ~~XXXXX~~ Government Order on Matthan Report.

Reference was made at page 11 of our September 1940 report to the appointment by the Government of Mysore of Dewan Bahadur K. Matthan, retired First Member of the Mysore Executive Council, to enquire into the conditions of labour employed on the Kolar Gold Fields. Mr. Matthan had been requested by the Government to review the progress and in the light of the existing conditions, the adequacy of the various measures of labour welfare adopted by the Mining Companies since 1931, and to examine the specific representations made by the workers during the labour strike in July-August 1940. Mr. Matthan was also requested to examine to what extent the several measures of labour legislation in force in the state had benefited the labour population in the Kolar Gold Fields and to submit to the Government suggestions calculated to promote the object of such legislative enactments.

Mr. Matthan had submitted his report in 1941. The Mysore Government has recently passed orders on some of the recommendations made in the report. A brief summary of the Government action is given below:-

'Recognition' of Unions.- Mr. Matthan had recommended the recognition of labour associations, and urged the need for legislation in that behalf, as also for the settlement of industrial disputes. He had also recommended that a Labour Commissioner should be appointed for the Kolar Gold Fields to guide the labour movement. The Mysore Labour Act came into force in August 1941. This has since been placed permanently on the Statute Book by the Mysore Labour Act of 1942. The Director of Industrial Planning and ex-officio Chief Inspector of Factories has been appointed the Commissioner of Labour for the State with a full-time Assistant Commissioner of Labour stationed on the Kolar Gold Fields.

Amendment of Mysore Mines Act.- The recommendations about the Mysore Mines Act are under examination.

7

Amendment of Workmen's Compensation Act.- An amendment of the Workmen's Compensation Act had been recommended so as to enable the workmen sustaining injury from an accident, to receive compensation from the date of accident instead of after the 'waiting period' of several days. This recommendation has also been pressed by the Labour Welfare Board. Proposals on the subject will be placed before the Representative Assembly at its next session. The revision of the arrangements relating to 'silicosis' is under consideration of Government.

It had been suggested that the Commissioner of Labour to be appointed should assist workmen in cases under the Workmen's Compensation Act where necessary. Suitable instructions have been issued to the Commissioner of Labour by Government in this matter.

Extension of Mysore Maternity Benefit Act.- In regard to recommendations on the extension of the Mysore Maternity Benefit Act, 1937, proposals will be placed before the Representative Assembly at its next session.

Workers' Indebtedness.- Mr. Matthan brought to the notice of the Government that the labourers on the fields do not appear to be generally aware of the several salutary provisions of the Money Lenders' Act (13 of 1939) and suggested the desirability of giving wide publicity to them among the labour population. The Act has been given such publicity, Government hope, that the Labour Associations, which have been since formed in each of the Mines, will now take action to make the labourers acquainted with the benefits accruing under the Act.

Action by Management of Kolar Gold Fields: Holidays, Provident Fund, Contract Labour.- Mr. Matthan had made elaborate details in his report certain recommendations directly to be implemented by the mining companies. Though the mining companies have granted to the labourers facilities like attendance bonus, underground outfit allowance, etc., Mr. Matthan states that the rules regarding service gratuity might have been more liberal. Regarding religious holidays, the mining companies have not yet been able to evolve a practical scheme for granting three days' leave in a year with pay uniformly to workmen of all communities. They are not also in favour of the suggestion for a general increase in wages. Mr. Matthan has suggested that a Provident Fund Scheme on a contributory basis is preferable to the present scheme of service gratuity, but the companies state that the institution of such a scheme cannot be contemplated at this late stage in the life of the mines, and that apart from financial and other considerations, the working of such a scheme would involve insuperable difficulties. In respect of the gradual replacement of the present system of contract labour for underground work by a system of co-operative work, the companies state that as a result of their knowledge of work requirements, they consider it essential to retain the existing contract system and point out that decisions regarding methods of work must rest with the management.

(The Hindu, 19-4-1942.)

The Report submitted by Mr. Matthan has not yet been published and labour representatives in the State are urging the Government to publish the report.

8 (The Hindu, 23-4-1942.) ✓

8

General.

Labour Conditions in Delhi Province, 1939-40.* ✓

The following details regarding conditions of labour and the working of the more important labour laws in Delhi province are taken from the Annual Administration Report of Delhi Province for 1939-40:

Working of the Factories Act.- The number of factories regulated under the Factories Act, 1934, increased from 83 to 115. 39 new factories were registered during the year and 7 factories ceased work and were removed from the register. Of the 115 factories borne on the register at the end of the year, 111 were working (108 perennial and 3 seasonal). The total number of operatives employed was 17,400 as against 15,398 in 1938. Apart from new factories, the increase was mainly in the textile mills. Night work was carried on throughout the year in the Delhi Cloth and General Mills and the Birla Cotton Spinning and Weaving Mills. Of the operatives employed 15,412 were males, 1,718 females, 90 adolescents and 180 children.

Of the 111 factories actually working, 49 were inspected twice, 30 three times and 32 more than three times. The total number of inspections was 284 as compared with 190 during the previous year. Several additional visits were also made for the investigation of fatal and serious accidents. No prosecution was instituted during the year.

Working of the Workmen's Compensation Act.- Of the two applications under Section 10 of the Workmen's Compensation Act which were pending at the close of the year 1938, one was dismissed. The other was decided by the Commissioner on compromise by the parties for Rs. 360 only. During the year 1939, seven applications were received under section 10 of the Workmen's Compensation Act for the award of compensation amounting to Rs. 6984/10/-. Two cases in which Rs. 1320 were claimed were decided by the Commissioner on compromise by the parties for Rs. 723/8/5. One case was withdrawn by the petitioner, and four cases were pending at the close of the year.

Rs. 3130 were deposited with the Commissioner as compensation in five cases of fatal accident. By private arrangement employers paid sums amounting to Rs. 5212/4/7 in 28 cases of permanent disablement. A sum of Rs. 1141/11/9 on account of 131 cases of temporary disablement was also paid.

Working of the Mines Act.- The total number of mines listed in the Delhi Province increased during the year under review from 11 to 26. This increase is mainly due to the ~~not~~ withdrawal by Government of the exemption under the Indian Mines Act from the 14 stone mines. 13 mines were worked as against seven in the previous year. The daily average number of persons working was 42 underground, 1938 (including 389 females) in open workings and 39 on the surface. No machinery was used but blasting was done in the stone mines. There was one fatal

* Annual Administration Report of the Delhi Province for 1939-40.
The Hindustan Times Press, New Delhi. Price Re. 1-6 or 2sh. pp.66.

accident caused by the falling of stones and overhanging earth and two serious accidents due to the explosion of gun powder in ramming processes at the Jhandewala stone mine. The health of the operatives was generally satisfactory. No prosecutions were instituted under the Indian Mines Act.

Working of the Trade Disputes Act.- During the year 1939 no applications were made and no action was taken under the Trade Disputes Act, 1929.

Working of the Trade Unions Act.- The number of registered trade unions and federations increased from 24 in 1938-39 to 28 in the year under review. There was no withdrawal or cancellation of the certificate of registration of any trade union during the year. The total membership of registered trade unions and federations during the year was 27,741 and the aggregate closing balance amounted to Rs. 14,912/14/1, as against 12,057/5/9 in the previous year. ✓ +

C.P. & Berar
The Municipal Officers and Servants Recruitment
Rules. ✓ +

The Government of the Central Provinces and Berar has issued rules prescribing the qualifications of candidates for employment as officers and servants of municipal committees in the Central Provinces and Berar and laying down the procedure for their employment. The guiding general principles are: (1) no employee ~~dismissed from Government or local board service~~, or convicted of an offence involving moral turpitude can be employed; (2) the age of candidates should not exceed 25, except in the case of those of the scheduled castes, for whom the maximum age is 30; (3) the candidate should be a permanent resident of the province; (4) ^{he} should possess certain prescribed minimum educational qualifications for particular jobs, like, Secretaries, Health Officer, Sanitary Inspector, Engineer, Overseer, etc.

(Notification No. 2898-5202-M-XIII dated 22-4-1942: The C.P. and Berar Gazette, Part III, dated 24-4-1942, pages 677 to 979.) ✓ +

ECONOMIC CONDITIONS.

Working Class Cost of Living Index Numbers for Various Centres in India for January 1942. ✓

The index numbers of the cost of living for working classes in various centres of India registered the following changes during January 1942 as compared with the preceding month:-

<u>Name of Centre</u>	<u>Base= 100</u>	<u>December 1941</u>	<u>January 1942</u>
Bombay	Year ending June 1934	129	137
Ahmedabad	Year ending July 1927	99	95
Sholapur	Year ending Jan. 1928	99	96
Nagpur	January 1927	87	88
Ludhiana	1933-35	163	
Cawnpore	August 1939	151	145
Patna	(Average cost of living (xxxxxxxxxx for five years preceding 1914	148	139
Jamshedpur	-do- -do- -do-	149	144
Jharia	-do- -do- -do-	148	144
Madras	Year ending June 1936	121	117
Madura	Year ending June 1936	114	110
Coimbatore	Year ending June 1936	118	118.

(Monthly Survey of Business Conditions in India, January 1942, Volume IX, No.10). ✓

Progress of Shipbuilding Industry:
Over 30,000 men Employed. ✓

All the shipbuilding yards in India are now working to full capacity on the construction of naval vessels of various types required for use in war. Besides these, the building of several large mercantile vessels and floating docks also is in hand. Altogether, well over 30,000 men are engaged in the various shipbuilding and repairing yards in the country. Though the Indian shipbuilding industry is still, comparatively speaking, in its infancy its present development marks a substantial advance on the pre-war stage.

(The Statesman, 5-4-1942.) ✓

//

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.

Helping Educated Unemployed to set up in Business:
Bombay Government's Grants. ✓

Special grants to assist educated unemployed persons to develop industries of their own or to set up in business or trade are being sanctioned by the Bombay Government. The grants ~~apply~~ are to be made by the Director of Industries and will be (1) for the purchase of tools, implements and appliances or machinery, including the cost of erection; (2) to enable a recipient to tide over the early stages of manufacture on a commercial scale; (3) to help meet losses due to poor production in the beginning; and (4) for working capital in special cases. A grant will not ordinarily exceed Rs. 1,000 and in no case will be more than Rs. 2,000 without the special sanction of the Government. If a grant is sanctioned for two or more persons for a joint undertaking, however, the total sum may be equal to what would have been admissible to each of them separately.

Fifty per cent. of this grant will be considered as a subsidy, and the remaining fifty per cent. will be treated as a loan from the Government free of any interest and repayable in instalments.

(Press Note No. P-377, dated 21-4-1942, issued by the Director of Information, Bombay). ✓.

Food Production Conference, New Delhi, 6 and 7-4-1942 ✓

A Conference of representatives of Provinces and several States in India was held on 6 and 7-4-1942 under the auspices of the Government of India to consider problems relating to the country's food supply; Mr. N.R. Sarker, Member for Education, Health and Lands, Government of India, presided. A brief summary of the proceedings of the Conference is given below:

Presidential Address: Present Shortage of Food Supplies.- In the course of his presidential speech, Mr. Sarker declared that the virtual cessation of rice imports from Burma has caused an appreciable gap in the total supply of rice for home consumption. With the growing demand for wheat, for which also India has to depend now on its own resources, the country is faced with a shortage of supply. As supplies of these two main articles of food are short, the public is increasingly consuming other foodstuffs, such as barley, bajra, jowar, etc. The result is that there is a sharp rise in their prices also. The task of the Conference, he urged, should be to formulate a practicable programme to meet the threatened shortage during the war, particularly in the next 12 months or so.

Rice Position.- In normal years, India is self-sufficient in respect of her food requirements except for rice which she has to import from Burma to the extent of about 1.4 million tons a year, which represents a little over 5 per cent. of the total rice production and about 2.3 per cent. of the total food production of the country. The average production of rice in India is 26.5 million tons. This, however, does not meet the requirements of India ~~in~~ in full and has to be supplemented by imports. In the current year, however, the position in regard to this crop has seriously deteriorated. The internal production has declined by about .9 million tons, despite the fact that the crop in Bengal and Madras is much larger this year. It is apprehended that this short crop coming on ~~the~~ top of cessation of imports from Burma will increase the net deficit of India's supply of rice to nearly 2.3 million tons on the basis of normal consumption.

Wheat Position.- The position in regard to wheat is also unsatisfactory. Normally, the yield of wheat in India is just over 10 million tons of which about one-third is accounted for by the Punjab, which along with Central India, Sind, C.P. and the U.P. have a surplus of about .9 million tons - Punjab alone accounting for .545 million tons of wheat and 128,000 tons of wheat flour - against an estimated normal deficit of 731,000 tons of other provinces and States. In normal years, India would thus appear to have a net surplus for export and other requirements.

Present Difficulties.- The analysis of the present position shows that there is a deficit of 2.3 million tons in rice and 350,000 tons in wheat, which in turn will cause heavy pressure on other foodstuffs. The position has been further aggravated by the fact that a very heavy strain has been placed upon the transport system of the

country. When further one takes into account the possibility of a dislocation in the transport system, the seriousness of the situation becomes obvious. In view of all these considerations as well as of the fact that one can no longer depend upon imports to make up any abnormal deficit in the production owing to vagaries of the season, it is incumbent that a drive be made to increase production of India's food crops to the utmost in every part of the country.

Resolutions:

(1) "Grow More Food Campaign". - The main resolution recommended to the provincial Governments to draw up programmes for the "grow more food campaign". The resolution appeals to the provincial Governments to make arrangements to ensure the availability of adequate supplies of seed for suitable varieties of crops and for the supply of manure and to improve the existing water supplies and give liberal grant of taxi loans and concessional rates for seed, manure and irrigation charges. The conference also asked the provincial Governments either to forgo land revenue and rent or charge concession rates for a specified period on lands newly brought under cultivation provided food and fodder crops are grown on them.

(2) Disposal of Surplus Food. - With a view to countering any apprehension that the drive for increased food production might result in such an augmentation of output as seriously to affect the saleability of the crops, the conference recommended to the Government of India to undertake in such circumstances to buy such quantities of foodstuffs in the open market as would prevent any serious deterioration in the level of prices.

(3) Improvement of Internal Transport. - By another resolution, the conference recommended to the Government to take steps to revive, encourage and develop indigenous transport in order to meet the increasing transport difficulties.

(4) Central Food Advisory Council. - The Conference also suggested the establishment of a Central Food Advisory Council by the Government of India as a co-ordinating body whose functions would be to pool, study and disseminate all available information; to plan on an all-India basis the food and food production programme and to advise the authorities responsible about equitable distribution of the available food stocks.

(The Statesman, 8-4-1942).

Informal Conference. - Following the Food Production Conference, the Hon. Mr. N.R. Sarker met informally the representatives of provinces and States who attended the Conference to find out what action they proposed to take to implement the resolutions adopted at the Conference and what scope there was for increasing the acreage under food crops in their respective areas during the forthcoming kharif and rabi seasons. It was ascertained that provided the climatic conditions are normal, the British Indian provinces and the States which were represented, namely, Hyderabad, Mysore, Baroda, Kashmir and Indore will aim at an increase of 7 million acres under food crops which will normally yield 1.7 million tons of food. A substantial portion of this will be available before April, 1943. The realization of this expected result will, however, largely depend on the monsoon.

(The Statesman, 14-4-1942.) ✓

14

PROFESSIONAL WORKERS, SALARIED EMPLOYERS AND PUBLIC SERVANTS ✓

Hours of Work in Government Offices in Bombay Province. +

The Government of Bombay has prescribed revised hours of work for Government offices in Bombay City and in the Bombay Suburban District other than those for which hours are prescribed by the High Court. The revised hours are:-

Week days - 10 a.m. to 5 p.m. (without any grace)
Saturdays - 10 a.m. to 1.30 p.m. (without any grace).

The Heads of Offices may give a recess of up to half an hour on all working days except Saturdays to those who may require it. The Government has also prescribed the following revised hours of work for peons in all Government Offices in Bombay City other than those under the control of the High Court: Week days - 9.15 a.m. to 6.30 p.m.; Saturdays - 9.15 a.m. to 4 p.m. Recess of up to one hour on week days and up to half an hour on Saturdays will be allowed to peons. In the meanwhile the Commissioners of Divisions have been authorised to prescribe advanced hours for offices in places selected by them.

(Press Note No. P.352, dated 18-4-1942, issued by the Director of Information, Bombay). ✓ +

CO-OPERATION AND COTTAGE INDUSTRIES.

Aid to Hand-loom Weavers in Hyderabad State:

Rs. 400,000 sanctioned. ✓

Shortage of Yarn.- Following the outbreak of the war, the supply of yarn to handloom weavers in Hyderabad fell considerably, due partly to increased consumption of yarn in the textile mills for the production of cloth and partly on account of the fall in yarn imports and the resulting increase in cost. With a view to alleviating the distress caused to weavers by shortage of yarn, the Government of Hyderabad adopted a two-fold programme: (1) of assisting the textile mills to produce more yarn and cloth by permitting them to work beyond the stipulated number of hours permitted under the Hyderabad Factories Act, and (2) of making supplies of yarn to handloom weavers at a cheap price. Action in the former case has already been taken under a notification issued recently. The Government has now accorded sanction to a scheme ~~estimated~~ estimated to cost Rs. 400,000 non-recurring and Rs. 14,000 recurring to implement the second proposal.

Agreement with Mills.- The textile mills in the State have agreed to make available to Government 5 per cent. of the whole yarn production, the price for the yarn to be fixed on the same basis as ~~will~~ ^{that} be fixed by the Supply Department of the Government of India for the supply of cloth for war purposes. The textile mills have also agreed to devote at least 15 per cent. of the loom capacity for war supply. If 25 per cent. of the loom capacity is devoted for war supply it will not be obligatory on them to give 5 per cent. of the yarn for ^{the} sake of handloom weavers. The quantity of yarn that will be available from the mills for purposes of the present scheme will be approximately 587,000 lbs. per annum. The counts of yarn to be obtained will be determined later in consultation with the different mills. It is not proposed at present to take over the full quantity of yarn to be supplied but the quantity will be increased as the organisation to be set up in this connection is expanded.

Objects of Organisation.- The objects of the organisation which is to be set up under the scheme, for the production and sale of handloom cloth, are (1) the production of fabrics for war purposes, and (2) (a) the production, under the supervision of Government, of clothes of cheaper variety to serve as standard cloth ~~and~~ ^{for} sale to poor people; and (b) the setting up of depots for the sale of yarn at cheap rates to weavers in those areas where the production of cloth under the supervision of the Government is not possible or is difficult. The latter step is contemplated only in cases where the difference in the price of yarn supplied by the mills under the present scheme and the market rate of yarn is very great. It is expressed that this would assist in regularising the yarn market and help the weavers in obtaining yarn at cheaper rates.

Weaving Centres.- In order to carry out the scheme, at least twelve centres will be established with demonstration staffs attached to each. Seven of these are already in existence and provision has been made in the present scheme for the establishment and staffing of the remaining five at ~~the~~ ^{an} annual recurring cost of Rs. 14,000.

(Hyderabad Information, April 1942 issue) ✓

16

5th All-India Co-operative Conference, Nagpur, 4 and
5-4-1942.

The Fifth Session of the All-India Co-operative Conference was held at Nagpur on 4 and 5-4-1942, under the presidentship of Dewan Bahadur K.V. Brahma, in the absence of Mr. V. Ramdas Pantulu. A brief summary of the proceedings is given below.

Presidential Address.- In his presidential address, read at the Conference, Mr. Ramdas Pantulu referred to the present international situation and the need for planned and organised post-war reconstruction and observed that the fundamental principles on which such readjustments and reconstruction will proceed will be co-operative in character.

After outlining in detail the measures in progress for the rehabilitation of the co-operative movement in certain provinces, Mr. Ramadas Pantulu referred to the action of the Madras Government on the report of the Committee on Co-operation set up by the Congress Ministry and said that the method adopted in dealing with the Committee's report was mainly one of executive legislation under rule-making power at a time when the Legislature did not function and even normal facilities for interpellating the Government on issues involved were non-existent. He felt that the rule-making powers under the Co-operative Societies' Acts in force in various Provinces should be more precisely defined and provision made to give the legislature an opportunity to examine the rules framed by the executive with power to veto or modify them whenever the legislatures felt it necessary or expedient to do so. The net result of the action of the Madras Government on the report is to considerably enlarge the official control over the movement and make departmental interference with the working and internal management of co-operative institutions almost a normal feature of co-operative law and order in Madras. He urged the Government to base the Co-operative Societies Acts on truly co-operative principles and to so administer those Acts as to ensure the essentially popular and democratic character of the movement. So long as the responsibility for the proper working of the institutions is laid on the shoulders of non-officials and vast and detailed powers of direction and control over the movement are vested in the official agency, ~~he said~~, he felt that there is no genuine scope for non-official initiative and enterprise in Co-operation.

Finally, he pointed out that the success of planned co-operation depends on the efforts of men and women educated and trained in true co-operative ideals and methods and suitably equipped for the task of preaching those ideals and methods to the masses so as to bring about a change in their outlook on life and their standard of living, that is, co-operative workmen must have the requisite missionary spirit if they are to be genuinely engaged in the promotion of the co-operative movement.

Resolutions:

(1) Organisation of Handspinning and Weaving.- The Conference adopted a resolution urging the Governments of the Provinces and States to make an earnest endeavour to increase the production of cloth and encourage the formation of hand spinners and weavers' societies on a co-operative basis all over the country by giving adequate financial and other help necessary for their successful working.

(2) Reduction of Freight Rates for Societies.- By another resolution the conference urged the Government to introduce special concessional railway rates for the transport of cattle and sheep to co-operative societies.

(3) Increased Food Production.- As the war has created severe economic distress ^{the} which has been further aggravated by the dislocation of transport, ~~this~~ Conference urged upon co-operative organisations in India to take immediate steps (1) to promote an increase in the acreage in food and fodder crops; (2) to arrange for the adequate stock and supply of foodstuffs and other necessities of life; and (3) to stimulate the production of finished goods on cottage industry basis in rural areas.

(4) Reduction in Irrigation Charges.- A resolution was passed urging the Government to grant total remission on reduction in irrigational charges in ~~the~~ case the crops of cultivators are totally destroyed or suffer considerable damage by inadequate supply or lack of supply of canal water at the proper time; there ought to be at least one non-official representative of the co-operative societies in the Divisional or District Canal Committees constituted by the Government to safeguard the interest of the members of co-operative societies.

(5) Preference for Products of Societies.- The Conference strongly urged Government, while distributing orders for the supply of war and other requirements, to give preference to the products of industrial marketing and other co-operative societies and for the purpose to utilise the ~~agency~~ agency of the co-operative departments to stimulate production and supply of such requirements.

(6) Training of Women Co-operators.- The Conference expressed the opinion that the full development of co-operation requires the active association of women within the co-operative fold, particularly in the sphere of home industries, thrift, better living and rural reconstruction. It requested co-operative departments and institutes to train and appoint women organisers to popularise various types of co-operative activities amongst women.

Office-bearers.- Office-bearers of the All-India Co-operative Institutes Association and the Indian Provincial Co-operative Banks' Association who were elected ^{for 1942-43} are: Mr. V. Ramadas Pantulu was elected President of both the Associations and Khan Mohammed Bashir Ahmad Khan, Secretary, All-India Co-operative Institutes' Association, and Mr. L. Mulraj Bhai (Punjab), Secretary, Indian Provincial Co-operative Banks' Association. Mr. N. Satyanarayana was elected Joint Secretary, All-India Co-operative Institutes' Association.

(The Hindu, 5 and 9-4-1942.) ✓

18

Progress of Co-operative Movement in India, 1939-40.*

The statistical statements relating to the Co-operative Movement in India in 1939-40 give a detailed record of the main statistics relating to co-operative societies in the several provinces of British India (with the exception of Baluchistan, where the co-operative movement has, as yet, made little progress), and in the Indian States of Mysore, Baroda, Hyderabad, Bhopal, Gwalior, Indore, Kashmir, Travancore and Cochin for the year 1939-40.

Number of Societies and Membership.- The principal types of co-operative societies in India are (a) Central Societies (including provincial and central banks and banking unions), (b) Supervising and Guaranteeing Unions, (c) Agricultural Societies (including cattle insurance societies and land mortgage banks and societies) and (d) Non-Agricultural Societies (including other insurance societies). The number of societies of all kinds increased from 122,196 in 1938-39 to 136,879 during 1939-40. The number of societies per 100,000 inhabitants was 42.5 in British India and 40.9 in Indian States for which figures are available and 42.3 for the whole of India. The total number of members of primary societies in India increased from 5,374,112 in 1938-39 to 6,081,570 in 1939-40. The number of members of primary societies per 1000 inhabitants was 19.1 in British India and 16.9 in Indian States for which information is available, and 18.8 for the whole of India. The working capital for all India rose from Rs. 1,065,575 in 1938-39 to Rs. 1,070,989 in 1939-40 and the working capital of co-operative societies expressed in terms of annas per head of population stood at 55 in British India and 37 in Indian States for which information is available and 53 for the whole of India.

Finances.- In 1939-40, 600 Provincial and Central Banks with a membership of 80,095 individuals and 104,130 societies had reserve funds amounting to Rs. 19,472,019, working capital amounting to ~~Rx~~ Rs. 292,150,957 and profits amounting to Rs. 3,749,080. There were 118,744 agricultural societies with a membership of 4,098,426 in 1939-40, having reserve ~~x~~ funds amounting to Rs. 71,188,900, working capital amounting to Rs. 305,097,267 and profits amounting to Rs. 921,689. Similarly, in the case of non-agricultural societies, 16,747 societies with a membership of 1,855,014 had reserve funds amounting to Rs. 22,734,491, working capital amounting to Rs. 276,952,617 and profits amounting to Rs. 6,212,670. ✓ +

* Department of Commercial Intelligence and Statistics, India. Statistical Statements relating to the Co-operative Movement in India ~~for~~ during the year 1939-40. Published by Manager of Publications, Delhi. 1942. Price Re. 1-12 or 2s.6d. pp. 23.

LIVING CONDITIONS.Spare Time.Expanding Activities of the Labour Welfare
Department, Bombay. ✓

In pursuance of its policy for the amelioration of the condition of industrial labour, the Government of Bombay is expanding the activities of its Labour Welfare Department. Several large and small recreation centres have been started by this Department in Bombay City, Ahmedabad, Sholapur and Hubli, some of them in special buildings constructed by the Government and others in rented buildings. These centres provide labourers with the means of devoting their leisure time to healthy activities. Among the amenities provided are indoor and outdoor games, gymnasia, libraries, lectures, dramas, cinemas, art exhibitions, music, literacy classes and the like. Female teachers have been engaged to give lessons to female workers in sewing, knitting and similar essentially feminine work.

The Department has also started an Industrial Training Workshop at Ahmedabad which receives apprentices and imparts instruction in elementary engineering work. The primary aim of the Workshop is to afford help in solving the problem of industrial unemployment; it is also intended to assist in raising the standard of skill and efficiency of those who are engaged as operatives in the textile industry.

The Government has made several additions to the buildings of the Labour Welfare Department and introduced other schemes for labour welfare. A sum of Rs. 65,000 was earmarked on this account in 1941-42, to be spent on the purchase of machinery for a second workshop and providing a gymnasium building at Ahmedabad, erecting a storey on each of the gymnasium buildings at DeLisle Road, Worli and Naigaum in Bombay City, providing water taps and shower baths at these centres and at one centre at Ahmedabad and lastly, on starting a new scheme of circulating libraries in the various industrial centres. The purchase of machinery had to be postponed due to war conditions but the construction of a gymnasium building and shower baths at Ahmedabad is expected to be completed early next year. The construction of shower baths for Worli, Naigaum and De Lisle Road recreation centres was completed during January 1942; and the construction of a storey on each of the three gymnasium buildings at these centres is expected to be complete by the end of March. The scheme of circulating libraries has already been launched in Bombay, Sholapur and Hubli.

(Press Note No. P.298, dated 31-3-1942, issued by the Director of Information, Bombay). ✓

Workers' Organisations.Progress of Trade Unionism in India, 1939-40*

Registered and Unregistered Trade Unions.- As in previous years, the statistics given below relate only to trade unions which (a) are registered under the Indian Trade Unions Act, 1926, and (b) have submitted returns. Registration under the Act, with the consequent submission of returns, is not compulsory. According to the Bombay Labour Office Gazette for May 1940, there were in Bombay on the 31st March 1940, 180 unions with a membership of 1,87,732 of which 80 with 1,56,135 members were registered.

Statistics of Unions and Membership.- The total number of registered trade unions increased from 562 in 1938-39 to 666 in 1939-40; of the 666 unions, 450 submitted annual returns. The number of registered trade unions increased in all the Provinces except Bengal which recorded a decrease of three trade unions. There were increases in membership in all provinces except Bihar, C.P. and Berar, the Punjab and Sind.

Organisation of Women Workers.- The number of women who were members of registered trade unions in 1939-40 increased from 10,945 to 18,612. The figures for 1939-40 are the highest yet recorded; they show an increase of 7,667 over the previous year's figure. 3.6 per cent. of the members of the trade unions which submitted returns were women, as compared with 2.7 per cent. in the previous year.

General and Political Funds.- The total income and the balance in hand of the registered trade unions increased from Rs. 889,822 in 1938-39 to Rs. 1,121,797 in 1939-40, and from Rs. 611,464 to Rs. 729,937 respectively. The average income for 1939-40 was Rs. 2,491.5 per union and Rs. 2-3-1 per member, as compared with Rs. 2,258.4 and Rs. 2-3-8 respectively in 1938-39.

The Textile Labour Association, Ahmedabad, maintained a political fund and had a balance of Rs. 15,669 though there was no income during the year.

Withdrawals and Cancellations.- 96 unions ceased to exist or had their certificates of registration cancelled during the year (1 in Assam, 52 in Bengal (including 1 dissolved), 12 in Bombay, 1 in Central Provinces and Berar, 12 in Madras, 2 in the North-West Frontier Province, 10 in the Punjab and 6 in the United Provinces). The certificate of one federation (in the Punjab) ~~was~~ cancelled during the year.

General.- The Indian Trade Unions Act, 1926, remained unchanged during the year. 78 unions in all (Bengal 27, Bihar 5, Bombay 8, C.P. and Berar 7, Madras 18, Punjab 5, Sind 3, and U.P. 5) have been recognised for the purposes of elections to the labour seats in the Provincial Legislative Assemblies.

*Note on the working of the Indian Trade Unions Act, 1926, for the year 1939-40, together with statistics for that year. Published by the Manager of Publications, Delhi. 1942. Price Annas 7 or 8d.

Special Meeting between A.I.R.F. and Railway Board,
New Delhi, 13-4-1942. ✓

Work of Railwaymen under Emergency Conditions.- At a special meeting held on 13-4-1942 between the Railway Board and a deputation of the All-India Railwaymen's Federation led by Mr. Jamnadas Mehta, the Chief Commissioner of Railways stressed the important role railways had to play in present-day circumstances and invited the co-operation of the Federation in keeping the railways running, whatever the emergency. It was essential that all railwaymen should stay at their posts under all circumstances until ordered to leave. Mr. Mehta promised the whole-hearted co-operation of the A.I.R.F. in this matter.

Dearness Allowance.- The dearness allowance, it was urged, should be increased and extended to staff drawing up to Rs. 150 per month. This demand, it was explained, was meant to restore the purchasing power of the employees to their pre-war level and not for any betterment. It was agreed that this matter should be discussed at a special meeting shortly.

Curtailement of Over-time Payment.- It was represented that there should be no curtailment of overtime payment. The Chief Commissioner explained that it was not proposed to interfere with the rules regarding grant of overtime.

Evacuation Concessions.- The A.I.R.F. urged that the evacuation concession to employees should be enhanced to grant advance of two months' wages. The Chief Commissioner stated that orders had already issued to this effect as regards staff drawing Rs. 30 and less. It was also urged that advances should be recovered in 20 instalments commencing with the fourth month after it was received, as the present rules caused hardship. The Chief Commissioner promised to look into the question.

Recognition of Unions.- All Unions affiliated to the A.I.R.F., it was urged, should be recognised. It would appear that there is only one such ^{non-recognised} union and the Chief Commissioner promised to consider the matter.

Collection of Subscriptions.- The subscriptions to the Unions, it was represented, should be collected through the pay-sheets. It was explained that the men normally engaged in such work would be engaged on propaganda work and therefore collection through pay-sheet would be greatly appreciated. The Chief Commissioner stated that there was probably legal objections to such a course and he would have to obtain expert opinion on the subject.

Compensation for War Injuries.- The Federation desired to know for what compensation the workmen and their dependents will be eligible if injured or killed as a result of enemy action. The Chief Commissioner explained that in the State Railway Establishment Code there was provision for injury pensions and other pensions; the circumstances in which these would be applicable were under examination. An extra allowance amounting to 25 per cent. of wages, it was urged, should be granted to staff working under war conditions in danger zones. The Chief Commissioner stated he would consider the request.

(The Statesman, 27-4-1942.) ✓

Dearness Allowance and War Bonus in Textile Mill Industry of Bombay: Review by Chairman, Millowners' Association. ✓

In the course of his presidential address at the Annual General Meeting of the Millowners' Association, Bombay, held on 24-3-1942, at Bombay, Sir Vithal Chandavarkar, M.L.A., Chairman of the Association, reviewed at some length the activities of the Association during 1941 and the repercussions of the war on the economic position of the textile mill industry and labour conditions. The more important points in the address are briefly noticed below:

Textile Production for War Needs.- The Millowners' Association, Bombay, he pointed out, had, from the very commencement of the war, expressed in no uncertain terms its dissatisfaction with the organisation of and the purchase policy adopted by the Supply Department of the Government of India. The Committee of the Association had from time to time a series of discussions with various officers of the Government without tangible results. Things continued to be unsatisfactory till the end of August, 1941, when Sir Hemi Medy became Member for Supply. The various problems affecting supplies have since been tackled in a businesslike manner; a compact organisation consisting of the planning and purchase side of the Department of Supply has been transferred to Bombay; mills have been given six months' running contracts and Government have established a non-official Panel of Industrial Advisers to help them in all matters concerning their purchase activities.

Labour Conditions:

(*) Dearness Allowance.- The Association granted, as recommended by the Rangnekar Enquiry Committee, a dearness allowance at a flat rate of As. 2 per day from December 1939, payable to all employees drawing less than Rs. 150 per month. This dearness allowance was intended to cover variations in the official cost of living index figure between 105 and 123, and it was made clear that an adjustment in the rate would be necessary if - and only if - the index number fell outside the limits of 105 and 123 for a period of three consecutive months. Towards the middle of July 1941, it was understood that the cost of living index number was likely to be in the neighbourhood of 126 for the month of July. Though the question of adjusting the dear food allowance did not arise immediately, it was taken up by the Committee promptly, and on their recommendations a new sliding scale of dear food allowance was given effect to from July 1941. The Association would have been justified in delaying action for a period of 3 months under the terms on which the dear food allowance was originally introduced, but consistent with their policy of giving labour a fair deal, the Committee thought that no time should be lost in giving relief to the workers against rising prices. The new scale of dear food allowances provided for a gradual increased rate of allowance in proportion to the rise in the working class cost of living index from 124 to 143, a dear food allowance of Rs. 4/8 per month being payable at 124 and Rs. 9 at 142 for a month of 26 working days. The highest allowance so far received by workers was Rs. 7/14 in the month of January 1942 when the official cost of living index number stood at 137. With the addition

of the interim increase, which was introduced immediately on the publication of the Interim Report of the Bombay Textile Labour Enquiry Committee and the new scales of dear food allowances, the wages in the industry are the highest on record, and compare very favourably with those paid in 1926 when a 10-hour day was being worked.

War Bonus.- At once stage in the strike which took place in 1940, the Committee were asked by Government as to whether they could give an undertaking to the effect that the owners would be prepared to give a war bonus to their workers if increased profits were made by the industry as a result of war conditions as soon as the extent of these profits had been determined. The Committee felt that the distribution of war profits if and when earned should be considered not only in relation to the mill industry of Bombay, but also in other centres as also ~~in other~~ with reference to all other industries in the country, and in their reply indicated that the principle of allowing employees a share at times when abnormal profits were made would similarly entitle employers to demand that workers should accept the logical corollary of a reduction in wages at a time when losses were incurred, which labour had not agreed to in the past. Moreover, discussion on the question of a war bonus and the giving of an undertaking as desired by Government in regard to the distribution of profits, which had yet to accrue at some day, and might not accrue at all, would, the Committee pointed out, create false hopes in the minds of workers, and instead of facilitating the restoration of peaceful conditions in the industry, such an undertaking would undoubtedly lead to a state of continued unsettled conditions. The Committee, however, indicated that the Association, consistent with its desire to give a square deal to labour, would be prepared to give an assurance to Government that the Cotton Mill Industry of Bombay would consider sympathetically any reasonable proposal for the grant of a war bonus or allowance if the industry were to make profits on the same scale as those made in the years 1918 to 1921 inclusive, provided similar assurances were obtained from all other large scale industries throughout the country. The Committee also made it clear that before making appropriations for the grant of war bonus or allowances, it would be necessary to take into consideration not only the levels of increments in wages and other taxations then in operation and claims of the shareholders to an adequate return on their investments, but also the fact that a very large section of the industry in Bombay had for many years only been able to make meagre allowances for depreciation, renewals and replacements of machinery, and they had, in addition, very large capital and funded debts and other liabilities to discharge. The question of war bonus was ~~again~~ again raised by Government in our discussions with them on the question of the revision of the scale of dear food allowance, but the Committee reiterated their objection to the payment of such bonus, and stated that the time had not arrived for the consideration of this question. Early in November 1941, the attention of the Committee was drawn to notices which had been served on certain members by their operatives asking for a bonus, an increase in dearness allowance an increase in basic wages. Government at this stage again got into touch with the Association for two reasons: firstly they were anxious to avoid dislocation of work and secondly they felt that the profits made by mills in recent months

justified the grant of a war bonus to workers. The matter was carefully considered by the Committee, and although some of my colleagues felt that there was no justification for the grant of a war bonus, taking a long and broad view of things, the Committee unanimously came to the conclusion that a war bonus equivalent to As. 2 in the rupee on the workers' total earnings in the year 1941 may be granted, provided Government, who had moved in this matter and who in the absence of any recognised trade union are the only authority to speak for labour, would be prepared to express their view publicly regarding the adequacy of bonus granted by us and that if in spite of the grant of such a bonus, mischiefmongers were to make an attempt to ~~mix~~ stir up labour, Government would view such action with grave concern and take suitable action. More than one interview with His Excellency followed the meetings of the Committee, and finally we were informed by Government that they considered what the Committee had to offer to the workers as reasonable and fair and that they would be prepared to express their views in public by means of a press communiqué. On the strength of this assurance, a recommendation for the grant of a bonus to the operatives employed in cotton mills equivalent to As. 2 in the rupee on their total earnings in the period 1st January 1941 to 31st December 1941 inclusive was placed before an urgent general meeting of members held on 3rd December 1941, when the Committee's recommendation was unanimously adopted, and a bonus as laid down in the Committee's resolution was actually distributed on 21st February 1942. The total payment made by Bombay ~~Cotton Mills~~ in the shape of bonus is in the neighbourhood of Rs. 10 million.

(Printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, for March 1942; pages 10-15.) ✓ +

Dearness Allowance in Baroda ^{for low -} Paid Government Servants ✓ +

The Baroda Government has sanctioned proposals to grant dearness allowance to all low paid Government servants drawing a monthly salary below Rs. 30. They will be given an allowance of Rs. 2 per month with the proviso that the total emoluments shall not exceed Rs. 30 in any case. The allowance comes into effect from 1-2-1942. The proposals affect more than 18,000 individuals and entail an expenditure of Rs. 1,180,500 for five months of the current year.

(The Amrita Bazar Patrika, 12-4-1942.) ✓

Dearness Allowance in Mysore Mines. ✓

An agreement was recently signed between the Mysore Mining Companies (Kolar Gold Fields) and the Mysore Mines Labour Association in regard to dearness allowance. Brief details of the agreement are given below:

Every employee now in service earning up to and including Rs. 3 per day or a monthly rated pay of Rs. 60 or less whose name has been on the pay roll of the Company from 1-1-1942 to 31-3-1942, will be granted the sum of Rs. 7 as a consolidated dearness allowance up to

31-3-1942. Employees who joined the service of the Company subsequent to 1-1-1942 but otherwise with the above qualifications will be paid a proportion of the above sum.

As from 1-4-1942, and until 31-12-1942 in the first place, a dearness allowance will be granted to employees earning up to and including Rs. 3 per day or a monthly rated pay of Rs. 80 or less on the following terms: At the Madras Index figure of 108 or the corresponding figure or a mutually acceptable index a payment of Re. 1-8-0 per month will be made, - Re. 1-0-0 of this sum being transferred from the present attendance bonus, the scale of which will ~~xxxxx~~ revert to that in force prior to 1-8-1941. For every point by which the monthly index figure exceeds 108, 3 annas per point will be paid until the index figure rises to 124 at which point the whole question of dearness allowance will be reviewed. Should the index figure fall below 108 the allowance will be Rs. 1-8-0 per month until the index figure reaches 104 at which point the dearness allowance will be discontinued and the Re.1 now transferred from the attendance bonus will revert thereto. As from 1st April, 1942, an employee in order to qualify for the full dearness allowance must work a minimum of 24 days in a month. Where the attendance falls short of 24 days in any month a sum proportionate to the number of days worked will be paid. Absence from work not exceeding three months per annum for reasons certified by the Company's Medical Officer and privilege leave will count as attendance when calculating the amount of dearness allowance payable.

(From text of Agreement supplied to this Office by the Mysore Mines Labour Association.) ✓†

Organisation of Small-Scale Industries for War Production:
Bombay Measures. ✓

The Government of Bombay has decided to participate in the scheme formulated by the Government of India for the organisation of small-scale industries for the production of war supplies. The Director of Industries is being entrusted with the organisation of the scheme in the Province. Funds amounting nearly to Rs. 420,000 are being placed at his disposal for the purchase of raw materials and accessories and for providing loans to craftsmen for the purchase of tools and equipment.

(Bombay Information, 2-5-1942.) ✓

Details re. Power Plant in India; Government of India
requisitions Information. ✓

The Government of India, it is learnt, is collecting all information about the nature and amount of power plant in factories and industrial undertakings in the country. It has issued a circular for the purpose to owners of all industrial concerns, asking them to supply, as soon as possible, the information which is "urgently" required by the Government.

(The National Call, 18-4-1942.) ✓

Keeping Labour at work in Air Raid Conditions:
Bengal Governor's Communication to Chambers of Commerce. ✓

The Governor of Bengal, in a signed statement addressed to the various Chambers of Commerce in Calcutta, issued on 24-4-1942 expressed the hope that employers and Supervisors of Labour will do everything in their power to instil into workers a spirit of courage and resolution, and the knowledge that, by remaining at their posts and maintaining production unimpaired, they are making a valuable contribution to the war effort. The Statement points out that many industrial concerns have already done much to ensure the protection of their workers during air raids; adequate air raid shelters have been provided; shops have been organised at which employees can purchase the necessities of life at reasonable rates; standards have been safeguarded and bonuses offered.

(The Bombay Chronicle, 26-4-1942.) ✓

21
26

Control Measures

Sugar Control Order, 1942. ✓

The Government of India issued on 14-4-1942 the Sugar Control Order, 1942, according to which no producer shall dispose of any sugar, except - (i) to a recognised dealer, or (ii) to a person specially authorised by the Controller to acquire sugar on behalf of the Central Government or of a Provincial Government. Every recognised dealer shall comply with such directions regarding the sale or distribution of sugar as may be given to him by the Controller. The Controller may, from time to time, fix the prices at which any sugar made in India may be sold ex-factory. Purchase from or sale by producers of sugar above the control price is prohibited.

(Notification No. Econ. Ad. (P.C.)-225/42-(I) dated 14-4-1942; The Gazette of India Extraordinary, dated 14-4-1942, pages 419 to 420.) ✓

New Central Control Regulation for Inter-Provincial Movement of Wheat. ✓

The new wheat crop has now started coming into the market and the U.P. and Sind Governments have lifted the ban on exports of wheat and wheat products outside the provincial borders. It is expected that the ban imposed by other Provincial Governments will be lifted in the near future. All these bans will be replaced by a Central Regulation Order under which no exports will be permitted from one British Indian Province to another or a British Indian Province to a State, unless it is covered by a permit issued by the Wheat Commissioner for India. The same will apply to imports from a State to a British Indian Province. As it is expected that the Central Regulations Scheme will come into force soon, it is proposed that in the interim period the export of wheat and wheat products should go forward freely, provided certain particulars are supplied with the least possible delay to the Wheat Commissioner not later than the day of the despatch of wheat and wheat products.

Provincial governments have been advised, on the removal of their present bans, to issue specific orders under rules 81 (e) and (f) of the Defence of India Rules requiring that this information should be furnished to the Wheat Commissioner for India.

(The Statesman, 14-4-1942.) ✓

Wheat Control Order, 1942. ✓

The Government of India issued on 30-4-1942 the Wheat Control Order, 1942, according to which no person shall export or import any wheat except under and in accordance with a permit issued in that behalf by the Wheat Commissioner. This does not apply to export or import of 5 maunds or less of wheat (1 maund = 82 lbs.) for personal use. Export or import of wheat is permissible only under permits of the Wheat Commissioner. (Notification No. Econ. Ad. (P.C.)7/41-(A) dated 30-4-1942: The Gazette of India Extraordinary dated 30-4-1942, pages 471-472) ✓

The Bombay Government Gazette dated 22-4-1942 publishes the Bombay Rent Restriction Order, 1942 (under the Defence of India Rules) which comes into force at once and applies to premises the standard rent of which exceeds Rs. 80 per month but does not exceed Rs. 250 per month in the city of Bombay and such other areas as Government may order by notification. Subject to the provisions of this order, where the rent of any premises is increased whether before or after the date of this order above the standard ~~rate~~ rent, the amount by which the rent payable exceeds the amount which would have been payable had the increase not been made, shall, notwithstanding any agreement to the contrary, be irrecoverable. This does not apply to any rent which accrued due before the commencement of this order, to any periodical increment of rent accruing due under any agreement entered into before 1-9-1940 and to rent payable under any lease entered into before 1-9-1940 which has not expired on the said date.

(The Times of India, 24-4-1942.) ✓

Conservation of Foodstuffs in Bengal:
Rs. 250 Million Scheme. ✓

In pursuance of a declaration made by the Governor of Bengal, while addressing a meeting of the Bengal Legislative Assembly towards the end of its last session, the Government of Bengal has, ^{it is} learnt, decided to purchase foodstuffs in districts having ^{surpluses} ~~supplies~~ and distribute them among those districts which are deficient in them. A scheme, estimated to cost more than 250 millions of rupees, has been drawn up by the Government for the purpose. The purchase and storing of 54,000,000 maunds (1 maund = 82 lbs.) of rice, 'dal' and other essential commodities have been provided under the scheme. It is further learnt that several agents have already been appointed by the Government to do the purchase of these articles on its behalf. A Special Officer has been appointed to organise transport of surplus foodstuffs from the districts of Barisal and Khulna.

(The Amrita Bazar Patrika, 22-4-1942.) ✓

Ensuring Distribution of Essential Commodities in Calcutta and Industrial Areas: Arrangements made by Bengal Government. ✓

With a view to regulating the distribution and disposal of essential commodities, such as rice, wheat, salt, dals and matches, in Calcutta City and its industrial areas during the period of an emergency which are necessary for the maintenance of supplies and services essential to the life of the community especially after an air raid, the Government of Bengal have issued three orders under the Defence of India Rules.

Compulsory Opening of Shops after Air Raids. - The first order provides that all shops, retail or wholesale, in these areas dealing in or storing these commodities, as also all godowns and stores where these articles are stocked, which may remain closed during an air raid,

shall be opened with a period of 24 hours after the "All Clear" signal is given. If such shops, godowns or stores remain closed after this period, the Chief Controller of Prices, Bengal, or any other officer authorised by him in Calcutta and elsewhere, the District Magistrate may have these establishments forcibly opened, take possession of the goods and stores lying there and dispose of them in such manner as they consider expedient. Compensation for goods or stores thus taken possession of will be determined by the officer taking such possession at his own discretion.

Removal of Commodities to Outside Areas Prohibited.- In the second order it is laid down that no such essential commodities should be moved by any form of conveyance by any person in Calcutta and the industrial area to any place outside these areas except under a special permit from the authorities. Any goods carried in contravention of this order shall be liable to seizure, and the goods so seized shall be disposed of in a manner which the authorities consider expedient. The amount of compensation payable for the goods so seized and disposed of shall be determined by the Chief Controller of Prices at his discretion.

Prohibition of Unauthorised Sales of Wheat Flour.- The third order particularly relates to the regulation of the supply and distribution of atta (wheat flour) and flour in Calcutta and the industrial area around. It provides that owners, or managers, or persons in charge of all flour and 'atta' mills situated in these areas shall submit on the first day of each week to the Chief Controller of Prices a statement of stocks of 'atta' or flour lying in their mills at the end of the preceding week. No 'atta' or flour manufactured in such mills shall be sold or disposed of without the permission of the Chief Controller of Prices or by any officer authorised by him.

(The Amrita Bazar Patrika, 22-4-1942).

Workers' Meals during Raids:
Mill authorities advised to store food.

The Chief Inspector of Factories, Bengal, has advised mill authorities to store sufficient food for the workers and to arrange cooking facilities in case of air raids. This is vitally necessary for the smooth running of industries as well as for the upkeep of the workers' morale.

(The Statesman, 20-4-1942.)

Hotels and Restaurants in Madras City during Exodus

As a result of the serious threat to Madras City of enemy action early in April 1940, a large number of hotels and eating houses in the city and its environs were closed. Though the exodus from Madras justified the closing of a few of the hotels, there were sufficiently large numbers in service who had to continue in Madras, and since the families of most of them had already left Madras, they were mainly dependent on hotels and eating houses for their daily meals. In view of the rapid closing of most of the hotels, ~~xxxxxxhotels and eating houses~~ the Government has instructed the Civil Defence Commissioner to make immediate arrangements for the opening

of hotels in the areas worst affected. Meals of the usual kind at reasonable charges will be provided at these hotels. At the same time the Government made it clear that it had no desire to enter into competition with private catering enterprise, and that the present emergency scheme is only being undertaken to supply a very pressing need. Further, Government has appealed to all ~~the~~ hotel-keepers not to close their hotels.

(Press Note No. 87 dated 10-4-1942 issued by the Government of Madras.) ✓

Powers to Requisition Property under Defence of India Act assumed by Government. ✓

The Government of India has amended the Defence of India Rules to assume powers to requisition property for war purposes. If in the opinion of the Central Government or the Provincial Government is necessary or expedient, for securing public safety, the maintenance of public order or the efficient prosecution of the war, or for maintaining supplies and services essential to the life of the community, that Government may requisition any property, moveable or immovable. The property so requisitioned may be acquired by the Government, after paying the owner such compensation as Government may determine.

(Notification No. 1336-OR/42 dated 25-4-1942; The Gazette of India, Part I, dated 25-4-1942, pages 768 to 769). ✓

Bombay Government's Action on Delhi Food Production Conference's
Recommendations ✓

The Government of Bombay has passed orders on the recommendations made by the Food Production Conference held in New Delhi on 6-4-1942; a brief summary of the action taken is given below:

Grow More Food Campaign.- The Government agrees that immediate action should be taken to initiate a planned programme to meet the possible shortage of food. To this end widespread propaganda has already been started by the Government with the objects of reducing the acreage under short and fair stapled cotton and of increasing production of jowar, bajri and other food crops. Instructions have been issued to the Registrar of Co-operative Societies, the Collectors and the Commissioners to make all possible efforts to encourage the growth of food crops in place of non-food crops and a special propaganda staff has been sanctioned for the same purpose.

To induce the cultivator to grow more food crops, the Government has directed that interest-free advances for seed and cultivation should be given in respect of food crops alone, that advances for the digging of wells and for land improvement purposes should be conditional on the borrower undertaking to grow food crops alone till the end of the war, that all new grants of land for cultivation under lease or otherwise be conditional on the grantee's undertaking to grow only food crops till the end of the war. Priority will in future be given for transport facilities to food crops alone and those who cultivate non-food crops, like short or fair stapled cotton, will do so at their own risk.

Government to secure and distribute seeds of Food Crops.- The Director of Agriculture is to arrange to secure seed for food crops for distribution to cultivators in the cotton tracts concerned through the Agricultural Department and the Rural Development Boards. As regards the seed of improved high yielding varieties of cereals and pulse crops evolved by the Agricultural Department, instructions have been issued to all Government farms and stations to utilise all land available for production of increased quantities of such seed, and to give up temporarily the use of land for experimental work unless such work is of major importance or can be combined with the production of greater quantities of improved seed for subsequent multiplication in the Province. All possible assistance is to be rendered in securing transport for the movement of oilcake and other manures.

Other Measures.- Special cases of remission of land rent, etc., for a specified period on lands newly brought under cultivation for growing food and fodder crops will be considered and necessary action is being taken to increase the acreage under food crops by extending the double-cropped area. The use of home-pounded rice to secure a balanced diet, the feasibility of utilising uncultivated lands near irrigation channels for food, vegetable and fodder crop production, the development of indigenous transport and the establishment of a Central Food Advisory Council are under the consideration of the Government.

(Press Note No. 407 dated 27-4-1942 issued by the Director of Information, Bombay.) ✓ *

Price Control

5th Price Control Conference, New Delhi, 7 and 8-4-1942 ✓

The control of price of foodstuffs, the licensing of wholesale and retail dealers, the regulation of railway transport, the problem of surplus short staple cotton and the supply of standard cloth - these were among the subjects on which conclusions were arrived at and ~~recommended~~ recommendations made by the Fifth Price Control Conference held at New Delhi on 7 and 8-4-1942.

Conclusions:

(I) Licensing of Whole-sale Dealers.- After reviewing the general course of prices in recent months, the Conference came to the conclusion that the control of the prices of foodstuffs should be closely associated with the control over the distribution of such foodstuffs. In order to ensure proper distribution to various areas, the Conference recommended that wholesale dealers or purchasers from the primary producers should be licensed by the provincial Governments and that the course of the distribution of the ~~primary~~ products and the areas of distribution should from time to time be supplied to the provincial Governments or officers concerned by such wholesale dealers. The Conference also recommended that none except those licensed should be permitted to do such whole-sale business and that, in the granting of licences ~~and~~ the provincial and State Governments concerned should, as far as possible, maintain

the existing channels of trade and, therefore, grant licences to those who were established wholesale dealers. In an emergency of any kind where the normal trade channels fail in any particular area, the Government concerned may license other dealers.

The Conference also recommended that the Central Government might examine the question of issuing orders under the Defence of India Act to all provincial Governments to license such wholesale dealers, the distinction between wholesale and retail dealers being made clear in such orders of the Central Government. The question of licensing of retail dealers either in the province or state as a whole or in any particular area would be left to the discretion of provincial and State Governments concerned.

(2) Regional Committees.- The conference reiterated the proposal made at the last meeting that regional committees should be established for the purpose of co-ordinating the supply of foodgrains within the region, suggesting wholesale prices which might be fixed for articles of regional consumption and making recommendations to the Central authority in regard to the wholesale prices of all-India consumption and for the purpose of co-ordinating retail prices in ~~adjacent~~ adjacent areas of different regions.

(3) Emergency Measures.- The conference noted the instructions that were issued by the Central Government regarding the kind of emergency contemplated when Provincial and State Governments might exercise emergent powers with regard to the movement of food supplies and requisitioning of such food supplies. The conference also noted that, while generally stock-building of foodstuffs was considered inadvisable particularly in a year when the total quantity available was considered insufficient for the country as a whole, it was nevertheless agreed that in particular areas within a Province or State for special reasons and with the consent of the Central Government stocks of foodstuffs might be accumulated within a reasonable limit. The conference also noted and several representatives of Provincial and State units explained that measures for the safeguarding of machinery of distribution in the event of an emergency were being undertaken.

(4) Specific Problems of Various Foodstuffs.- The Conference next considered specific problems relating to particular foodstuffs. The question of wheat, its maximum price and the manner of its distribution having been settled as explained on behalf of the Central Government by the wheat commissioner, the conference recommended that in relation to rice the following procedure might be adopted. It was the opinion of the conference that the price of rice had not reached a level where it could be considered that control would be necessary. It was also a fact that both in variety and in price there were differences from area to area in regard to this commodity. The conference realised that it might be necessary to fix different maximum prices in different areas for different qualities of rice. It therefore recommended that the regional councils which would shortly be constituted should, as soon as they meet, survey the question of the maximum prices that might be fixed for different qualities of rice and make recommendation to the Central Government in this behalf.

(5) Co-ordination of Prices of Main Food Crops.- To maintain an equilibrium of prices between the main food crops like wheat and rice and other millets, the ~~conference~~ conference was of opinion that it might be necessary to fix maximum prices for some of these cereals also, which entered into a fairly general or large consumption, and it was

recommended that the regional councils would consider this question also and make recommendations to the Central Government.

(6) Staple Cotton.- The conference examined the question of short staple cotton. It was reiterated on behalf of the Central Government that the Central Government was not prepared to enter the market and make any purchases of surpluses of short and fair staple cotton in the next season and that warning should again be conveyed to all cultivators of such cotton. The conference recommended that:-
 (1) with a view to preventing the increase in the acreage of ~~such~~ cultivation in some areas of cotton of any kind which would militate against the attempts made by other areas to drastically curtail the area of such cultivation, the Central Government might issue a prohibitory order, prohibiting any extension of cultivation of any kind of cotton for the next year in the whole of British India and make a similar recommendation for Indian States, an exception however being made for what is technically known as long staple cotton; (2) With a view to encourage both the curtailment of the acreage of short and fair staple cotton and, where possible, the transfer of such areas to the cultivation ~~to the cultivation of food~~ crops, the central government might, where it felt satisfied that such a grant was justified, allocate from the special fund established for the purpose a sum of money which would enable the provincial government to remit the whole or part of the land revenue collected from the cultivator for the land which had been converted into alternative food crops; and (3) The Central Government might delegate to provincial governments, which desired to do so, the power to prevent the cultivation in any area of crops which were considered unnecessary ~~for~~ or excessive from the point of view of the needs of the country.

(7) Sugar Supply.- The Conference was of opinion that the proper distribution of sugar and the control of sugar prices should be undertaken by the Central Government.

(8) Standard Cloth.- In regard to the scheme for supply of 'standard cloth' the conference took note of the samples that were produced and the prices at which the samples were available for sale and agreed to report to the Central Government the quantities that might be required in their areas. The distribution of the cloth would be left to the provincial and State governments concerned.

(9) Supply of Handloom Yarn.- So far as the supply of yarn to handloom weavers was concerned, it was generally agreed that the prices had recently shown a more reasonable tendency and had in ~~an~~ many areas fallen considerably below the prices in December and it was agreed that the provincial and State Governments would report to the Central Government, the distribution agencies set up by them and the wholesale dealers that were licensed under the scheme approved at the previous session of the conference. They would also indicate the quantity of yarn required and the Central Government would then consider the question of allocating the yarn supplies and if necessary the prices at which those supplies should be allocated.

(10) Kerosene.- The Chairman indicated to the conference that in view of the shortage that was likely to be ~~is~~ felt in the supply position of kerosene, superior and inferior, bulk rationing had been introduced from 1-4-1942, a cut of ten per cent. having been imposed on the oil-supply to any area. Further reduction may have to be contemplated, and

the conference generally agreed that, in view of the short supply, the prices in retail markets had to be carefully watched.

(11) Exchange of Commercial Intelligence.- It was agreed that there should be a general exchange of commercial intelligence between Provincial State and Central Governments and that reports of the movement of prices and other conditions may be sent to the Central Government at least once a month. The Central Government undertook to keep Provincial Governments informed of the wholesale prices of such commodities as the Provincial Governments desire to have information about.

(The Statesman, 9-4-1942 and the
Amrita Bazar Patrika, 12-4-1942.) ✓

War Risk Insurance

War Risks (Goods) Insurance (Amendment) Ordinance, 1942. ✓

An Ordinance further amending the War Risks (Goods) Insurance Ordinance, 1940, (vide page 34 of our August 1940 report) was promulgated on 11-4-1942 by which three important changes have been made. The first change is that the definition of the expression "war risks" has now been extended to cover damage resulting from destructive action taken by or under orders of Government in order to deny facilities to the enemy. The second is that where the rate of premium is changed in respect of a quarter, power has been taken to charge the higher rate from persons who may have already taken out policies at the lower rate. This was necessitated by the fact that, in consequence of the extension of the definition of "war risks", and the rate of premium chargeable on policies under the Ordinance in respect of the quarter beginning April 1, 1942 (which was fixed by a notification dated March 16, 1942, at annas two for each complete sum of Rs. 100 per month) had to be subsequently raised to annas three, but in the meanwhile some policies had been taken out in advance at the lower rate. The third amendment extends cover on a compulsory basis to goods owned by firms carrying on business in British India which are situated in the State area inside the Cochin port limits and also the area inside the boundaries of the municipal committees of Irnakulam and Mattancherri. The original Ordinance extended only to British India as a result of which goods insured in British India lost cover as soon as they crossed the British Indian border. This interfered with the passage of goods through the Cochin port, the special circumstances of which have now been provided for.

(The Gazette of India Extraordinary dated
11-4-1942, pages 411 to 412.) ✓

The U.P. Civic Guard and A.R.P. Employees Indemnity Act, 1942.

The United Provinces Civic Guard and Air Raid Precautions Employees Indemnity Act, 1942, seeks to regulate the relationship between employees and their employers. Civil defence duty may be full-time or part-time. There are two main objects of the Act. Firstly, it protects the security of tenure of employment of such persons by providing in clause 4 that it shall be the duty of an employer, in the case of an employee called out

on full-time duty, to reinstate him on the termination of such duty in an occupation and under conditions no less favourable to him than that which would have been applicable to him had he not been so called out. In the case of employees called out on part-time duty, the employers have to continue the employment of such employees during the period of such duty in an occupation which shall not be less favourable than that to which they would have been entitled to had they not been called out. Secondly, the extent of claim which an employer has to the services of an employee called out on civil defence duty has been defined in clause 3. It provides that if an employee is called out on full-time duty the employer shall have no right to the ~~max~~ services of such a person and shall not be liable to pay or provide any remuneration to such a person during the period he is on such duty. If an employee is called out on ~~max~~ part-time duty, the employer is to have no claim on the services of such a person during the time he is engaged in the performance of such duty, and shall, in respect of other times, have a claim on his services to such extent and on such conditions as may be settled by agreement between the employer and the employee or, in default of such agreement, as may be determined by the district magistrate who is to be guided by ~~the~~ two principles - firstly, the remuneration payable by the employer to the employee shall together with the remuneration, if any, payable for such duty be in no case less favourable to him than that which would have been payable had he not been so called out and, secondly, the employer shall in no case be required to pay to the employee a remuneration greater than that would have been payable by him ~~if~~ if the employee had not been called out on part-time duty. Machinery has been provided in the Bill for the settlement of disputes which may arise between an employee called out on civil defence duty and his employer in regard to reinstatement of the employee or to the continuance of his employment and also for questions relating to remuneration arising in this connexion. The Bill, while protecting the interest of the employees, does not propose to cast any undue financial burden upon the employers.

(The Government Gazette of the United Provinces, Part VII-A, dated 2-5-1942, pages 13 to 15.) ✓ +

War Risks (Factories) Insurance Ordinance, 1942 ✓

An Ordinance relating to the insurance of factories against war risks was promulgated on 8-4-1942 and came into force at once. The risks covered include all damage to the plant and machinery and buildings of factories caused by the enemy or in combating the enemy. ~~Any~~ An important feature is that damage resulting from destructive measures taken by or under orders of the Government with a view to denying facilities to the enemy will also be covered.

The insurance scheme will ~~apply~~ ^{apply} compulsorily to all factories situated in British India and coming under the Factories Act and to premises which were factories within the definition of "factory" in the Factories Act in 1939, 1940 and 1941, including works in course of construction which, when completed, will become factories. The basis of valuation for the purpose of insurance will be the actual value of factory buildings and factory plant and machinery on the date of application. Buildings for the purpose of insurance include all buildings,

residential or otherwise, situated within two miles of a factory and used for the purposes of the factory. The primary liability ~~to~~ insure will be that of the owner of the factory, but where the owner fails to insure, the occupier of the factory will be liable to do so as the agent of the owner. Persons having an interest in property insurable under the Ordinance may also insure up to the extent of their interest. The premium payable will in the first instance be a single premium of 4 per cent. of the value of the property, payable in instalments, cover being provided up to 31-3-1944. The Government's liability to pay compensation will be limited to 80 per cent. of the damage. The insured himself will bear the first Rs. 1,000 or 20 per cent. of the claim, whichever is greater, in respect of each claim.

(The Gazette of India Extraordinary dated 8-4-1942, pages 401 to 407.) +

The Rules for the administration of the Ordinance are published at pages 473 to 482 of the Gazette of India Extraordinary dated 2-5-1942. ✓ +

Tata Company's Free War Injuries Compensation Scheme. ✓

The Workmen's Compensation Act covers only those employees who are getting under Rs. 300/- per month and entitles a workman in this category to compensation only if he is injured on duty and not as a result of enemy action during an air raid. As the war is now very near to India and there may be air raids on some Indian cities, the Tata Iron and Steel Company, Jamshedpur, has decided to grant, with immediate effect, in addition to the compensation payable by Government under the War Injuries Scheme, compensation according to the following scale to employees or their dependants in respect of injuries sustained in Jamshedpur by ~~employees~~ as a result of enemy action:-

Monthly Wages of the Workmen injured or killed		Amount of compensation for		Monthly payment as compensation for temporary disablement (during disablement of 5 years whichever is shorter.)
		<u>Death</u>	<u>Permanent total disablement</u>	
<u>For Adults</u>				
More than	But not more than			
Rs.	Rs.	Rs.	Rs.	Rs.
0	10	1,000	1,400	Full wages
10	15	1,000	1,540	Full wages
15	18	1,200	1,680	Full wages
18	21	1,260	1,764	Full wages
21	24	1,440	2,016	Full wages
24	27	1,620	2,268	Full wages
27	30	1,800	2,520	Full wages
30	35	2,100	2,940	Full wages
35	40	2,400	3,360	Full wages
40	45	2,700	3,780	Full wages
45	50	3,000	4,200	Full wages
50	60	3,600	5,040	Full wages
60	70	4,200	5,880	Full wages

(table continued)

Monthly wages of the Workmen injured or killed	Amount of compensation for <u>Death</u>	of compensation for <u>Permanent total disablement</u>	Monthly payment as compen- sation for temporary dis- ablement (during disable- ment or 5 years whichever <u>is shorter.</u>)
--	--	---	---

For Adults

More than	But not more than			
Rs.	Rs.	Rs.	Rs.	Rs.
70	80	4,800	7,800 6,720	Full wages
80	100	6,000	8,400	Full wages
100	200	7,000	9,800	Full wages
200	300	8,000	11,200	Full wages
300	400	9,000	12,000	Rs.300
400	...	10,000	13,000	Rs.300
<hr/>				
For minors		400	2,400	Full wages.

For the purpose of calculation only the substantive wages or salaries are to be taken into account and not allowances or houses. The compensation will be paid in respect of injuries sustained not only while on duty but also during off duty hours. ~~Employees~~ ^{Employees} who are absent from duty without properly sanctioned leave will ~~not~~ ^{be} eligible for any benefits under the Insurance Scheme until they resume duty. Compensation will also be paid in respect of injuries sustained in areas adjoining Jamshedpur by employees who work in Jamshedpur.

A.R.P. Allowance.- The Company will also pay with effect from 1-1-1942 an A.R.P. allowance to employees at Jamshedpur who, besides their regular duties, undertake additional work in the A.R.P. services either in the Works or in the Town. The A.R.P. allowance will be paid according to the following scale:-

- Up to Rs. 50 per month - Rs. 10 per month
- Over Rs. 50 per month - 20 per cent. of the salary rounded to the nearest rupee, subject to a maximum of Rs. 100 per month.

The allowance to A.R.P. workers will not be paid monthly, but six-monthly or earlier if the emergency ~~xxx~~ ends before the expiry of a six-monthly period. The allowance will be calculated on the substantive salary and will not include bonus or other payments. It will be payable only to those men who do A.R.P. work throughout the period of emergency.

The War Injuries Compensation Scheme will remain in operation and the A.R.P. allowance will be paid for as long a period as the management considers the state of emergency to exist. Technical Institute apprentices are also eligible for the above benefits on the same terms and conditions as regular employees.

(April 1942 issue of the Tisco Review,
Jamshedpur.)

List of the more important publications received in this Office
during April, 1942. ✓

38

Economic Conditions.-

- (1) Government of the United Provinces. Memorandum on the Budget for the year 1942-43. Allahabad: Superintendent, Printing and Stationery, U.P. 1942. Price Re.1. Vol. I.
- (2) Government of the United Provinces. Detailed Estimates and Grants for the year 1942-43. Vol. II. Final. Allahabad: Superintendent, Printing and Stationery, U.P. 1942. Price Rs.3-8-0.
- (3) Annual Report of the Department of Statistics, Baroda State, for the official year ending 31st July, 1940, Baroda State Press. 1942. Price Re. 1-1-0.
- (4) Annual Report of the Department of Commerce, Baroda State, for the year 1939-40 (ending 31st July 1940), Baroda State Press. 1942. Price Re. 0-5-6.

Agriculture.-

Department of Commercial Intelligence and Statistics, India. Agricultural Statistics of India, 1937-38. Vol. I. Area, Classification of Area, Area under Irrigation, Area under Crops, Live-stock, Land Revenue, Assessment and Harvest Prices in India. Published by the Manager of Publications, Delhi. 1942. Price Rs. 8 or 13s.

Co-operation and Cottage Industries.-

- (1) Department of Commercial Intelligence and Statistics, India. Statistical Statements relating to the Co-operative Movement in India during the year 1939-40. Published by Manager of Publications, Delhi. Rs. 1-12-0 or 2s.6d.
- (2) Annual Administration Report of the Rural Development Department in the Province of Bombay, for the year 1940-41. Bombay: Printed at the Government Central Press. Price Annas 2 or 3d. 1942.
- (3) Government of the North-west Frontier Province. Report on the working of the Co-operative Societies in the North-west Frontier Province for the year 1940-41. Printed and published by the Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1942. Price Rs. 1-7-0 or £.0-2-3.

Organisation, Congresses, etc.-

- (1) Report on the working of the Indian Trade Unions Act, 1926, in the Punjab, during the year 1940-41. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1942.
- (2) Note on the working of the Indian Trade Unions Act, 1926, for the year 1939-40, together with Statistics for that year. Published by the Manager of Publications, Delhi.

Education.-

Report on Public Instruction in Baroda State for the year 1939-40. Baroda State Press. 1942. Price Re. 1-8-0.

Miscellaneous.-

Miscellaneous.-

- (1) National Democratic Union. Report of the Activities from the end of January to end of March 1941.
- (2) The Bombay Presidency National Democratic Union. Report of the Activities and the Bombay Presidency Conference. Bombay Office: Mehta House, Apollo Street, Fort. 1942. Secretary: Tayab Shaikh.
- (3) Annual Administration Report of the Delhi Province for 1939-40. Price Re. 1-6-0 or 2s. (The Chief Commissioner's Office, Delhi.)

International Labour Office Geneva	Date Recd: SEP 14 1942
File No.	
File With	

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for May 1942

C 6/2/23

N.B. Each section of this report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
1. <u>National Labour Legislation.-</u>	
<u>Government of India:</u>	
<u>Draft Bill to provide Holidays with Pay for Industrial Workers.</u>	1
<u>Bengal:</u>	
<u>Bengal Criminal Law (Industrial Areas) Amendment Act, 1942.</u>	1
2. <u>Social Policy.-</u>	
(a) <u>Sind Government appoints Advisory Board of Labour for the Province.</u>	2
(b) <u>Welfare of Workers: Government of India appoints Adviser for Labour Department.</u>	2
3. <u>Conditions of Work.-</u>	
<u>Industrial Disputes:</u>	
(a) <u>Labour Dispute in General Motors (India) Bombay: Arbitrator's Award.</u>	3-4
(b) <u>Madras Bus Drivers' Dispute: Details of Arbitration Award.</u>	4-6
4. <u>Social Insurance.-</u>	
(a) <u>Working of the Workmen's Compensation Act in Sind during 1940.</u>	7
(b) <u>Provident Fund for Industrial Workers: Views of the Southern India Chamber of Commerce.</u>	7-8
5. <u>Agriculture.-</u>	
(a) <u>Agricultural Statistics of British India, 1937-38.</u>	9-10
(b) <u>"Grow-More-Food" Drive: Government of India to Finance Schemes and Compensate Provinces.</u>	10-11
(c) <u>Purchase of Food Crop Seeds for Bombay Province: Government's Rs. 170,000 Scheme.</u>	11
6. <u>Professional Workers, Salaried Employees and Public Servants.-</u>	
<u>Indebtedness of Public Servants in Cochin State: Survey ordered by Government.</u>	12
7. <u>Co-operation and Cottage Industries.-</u>	
<u>Development of Small-scale Industries in Mysore: Recommendations of the Cottage Industries Committee.</u>	13
8. <u>Living Conditions.-</u>	
<u>Nutrition:</u>	
(a) <u>Nutritional Deficiency in Hyderabad State: Changes in Agricultural Policy suggested.</u>	14
(b) <u>Planning War-time Nutrition: Uses of Soya Bean.</u>	15
<u>General:</u>	
<u>Rural Problems in Indore State: Maharaja sets up Enquiry Committee.</u>	16

	<u>Pages</u>
9. <u>Organisation, Congresses, etc.-</u>	
<u>Employers' Organisations:</u>	
(a) Employers' Association of Northern India: 5th Annual Meeting, Cawnpore, 28-5-1942.	17-19
(b) Employers' Association of Northern India: Annual Report for 1941-42.	19-20
<u>Workers' Organisations:</u>	
(a) Progress of Trade Unionism in Bombay, 1940-41.	21
(b) Recognition of Trade Unions: Views of N.W.R. Employees' Union.	22
(c) Attempt to form Federation of Labour Unions in Mysore.	22
(d) Recognition of Trade Unions: Views of Bombay Mill-owners' Association on Draft Bill to amend Indian Trade Unions Act, 1926.	23
10. <u>Social Conditions.-</u>	
Prisoners as Labour Battalion: U.P. Government adopts scheme.	24
11. <u>Social Policy in War Time.-</u>	
<u>Hours:</u>	
Reduction of Hours of Work in Jute Mills from 60 to 54 per week.	25
<u>Wages:</u>	
Increase of Dearness Allowance in Coimbatore.	25
<u>Industrial Relations:</u>	
Industrial Relations in War Time: Government of India's Letter to Employers' Organisations.	26
<u>Employment:</u>	
(a) Essential Services (Maintenance) Amendment Ordinance, 1942.	26
(b) Separation Allowance for Government Employees in Evacuated Areas in Bengal.	27
(c) Bengal Essential Services (Maintenance) Rules, 1942.	27
<u>Control Measures:</u>	
(a) Orissa House Rent Control Order, 1942.	27
(b) Reducing Imports into India: Government's Scheme.	28
(c) Madras Government applies House Rent Control Order, 1941, to entire Province.	28
(d) Cochin House Rent Control Order, 1942.	28-29
(e) Food-Grains Control Order, 1942.	29
(f) Food-Grains (Futures and Options Prohibition) Order, 1942.	29
<u>Price Control:</u>	
Control of Hotels in Bombay.	29
<u>Industrial Disputes:</u>	
Curb on Strikes and Lock-outs: Central Government amends Section 81-A of Defence of India Rules.	30
<u>Post-War Reconstruction:</u>	
(a) Post-War Reconstruction Committee: Meeting held on 22-5-1942.	30
(b) Post-War Reconstruction in India: Views of the Millowners' Association, Bombay.	31-32
<u>Production:</u>	
(a) Extension of Steel Production in India.	32

	<u>Pages</u>
11. <u>Social Policy in War Time.-</u>	
<u>Production: (continued)</u>	
(b) Increased Production of Power-Alcohol as Motor Fuel.	32
(c) Development of Mineral Resources: Utilisation Branch of Geological Survey of India established.	33
(d) Preliminary Report of American Technical Mission.	33-35
<u>Clothing:</u>	
Stocking Cloth for Poorer Classes: Bengal Government to make wholesale Purchases.	35
<u>Food Policy:</u>	
Establishment of Eating Houses in Madras: Government promises Financial Assistance.	35
<u>War Risk Insurance:</u>	
(a) Insurance of Employees against War Injuries: Scheme under Contemplation of Government.	35-36
(b) Insurance of Immovable Property against War Risk: Bengal Enquiry.	36
12. <u>List of the more important publications received in this Office during May 1942.</u>	37-38

NATIONAL LABOUR LEGISLATION

Government of India.-

Draft Bill to provide Holidays with Pay for Industrial
Workers ✓ +

Workers in non-seasonal factories in the country will enjoy annually a minimum period of a week's holiday with pay when the Bill drafted by the Government of India for the purpose is enacted into law. The Bill (which extends to non-seasonal factories only) is now being circulated to provincial Governments and employers' and employees' organisations for eliciting their opinion. Stipulating that the minimum of seven days' paid holidays must run in one block, the Bill lays down that the qualifying service for entitling any worker for such a period of holidays is one year and that the holidays cannot be accumulated. Further, the Bill provides that half the wages due for the period must be paid at its commencement. Workers are prohibited from undertaking remunerative work during the holidays. No provision has been made for the continuance or otherwise of local and other customary holidays at present given by individual employers, the matter being left for mutual adjustment between employers and employees.

The present move is the result of the decision of the last three sessions of the Labour Ministers' Conference.

(The Statesman, 12-5-1942.) +

Bengal.-

Bengal Criminal Law (Industrial Areas)
Amendment Act, 1942.

Reference was made at page 1 of our May 1941 report to the Bengal Criminal Law (Industrial Areas) Amendment Bill, 1941, which seeks to prevent theft of unidentifiable articles from industrial areas. The Bill has now been passed; the Act is published at pages 12 to 13 of Part III of the Calcutta Gazette dated 4-6-1942. ✓x

Sind Government appoints Advisory Board of Labour for the Province. ✓+

The Sind Government recently appointed an Advisory Board for Labour consisting of Members of the Provincial Legislature (several of the Members selected having pro-labour sympathies) and representatives of Municipalities, Port Trust, Chambers of Commerce and important industrial concerns in Sind. The functions of the Board are: (a) to offer expert opinion and advice on all important matters concerning Labour; (b) to conduct survey of Labour; (c) to examine comprehensively problems of Labour in all their aspects; (d) to devise schemes for the development of better relations between employers and employees; (e) to call for information and advice regarding Labour developments of special value or interest to Sind; and (f) to examine any other question on the subject considered suitable by the Board.

The term of the Board is to be for two years.

(Press Note No. P-187 dated 28-5-1942:
The Sind Government Gazette, Part I,
dated 4-6-1942, pages 1198 to 1199.) ✓ +

Welfare of Workers:
Government of India appoints Adviser for Labour Department.

One of the subjects which Sir Stafford Cripps discussed with the Labour Member to the Government of India, Sir Firoz Khan Noon, during his recent visit to Delhi, was the question of assistance to Indian labour. On his return to London, Sir Stafford Cripps is believed to have consulted British organised labour. It is likely that, as a result, the Government of India will have an Adviser for the Labour Department from England, whose main function will be to make proposals regarding new legislation.

The Government of India has appointed recently another adviser to the Labour Department to look after labour welfare; Mr. R.S. Nimbkar (Indian Workers' Delegate to the 25th session of the I.L. Conference), the Bombay labour leader, who was recently released from detention, has been selected for the post. These two advisers will work in close co-operation both with the Central and the Provincial Governments and assist in developing cordial relationships between employers and workers.

The Government of India is anxious that labour disputes should be settled speedily in a manner satisfactory to both sides; and they consider that the appointment of these advisers would facilitate such a policy being carried out. ✓

(The Hindustan Times and the Hindu,
21-5-1942.) ✓ +

Labour Dispute in General Motors (India) Bombay:
Arbitrator's Award. ✓

The award made by Mr. Justice Chagla, of the Bombay High Court, who was nominated Arbitrator by the Bombay Government to decide the dispute between General Motors (India) Ltd., and its employees, has been published by Government in the Bombay Government Gazette. The dispute was composed by an agreement arrived at in April 1942, the parties settling certain points in dispute and agreeing to refer others to arbitration.

Wage Scales.- Mr. Justice Chagla in his award on the demands states that the first demand of the employees is that there should be a regular classification of the workers employed by the Company with definite minimum and maximum scales of pay with proper grades fixed for each occupation. His award on the demand was that the minimum wage and the annual increase proposed by the Company in its classification should remain the same, but the annual increments in each case should be increased and the maximum wage proposed by the Company should be altered accordingly. The Company will pay wages at the rate of 49½ hours a week. The Company will continue to pay dearness allowance at a flat rate of seven annas a day for each worker.

Hours.- The second demand of the workers, which related to the Stores Department and the service Garage Department, was not pressed. With regard to the third demand, for the minimum of eight hours work and/or equivalent wages per day and 26 working days per month, Mr. Justice Chagla stated that at present the workers are working ~~for~~ 45 hours a week and are receiving wages at the rate of 49½ hours a week. The Company has agreed to continue the present arrangement and has agreed not to exact from the workers work beyond 48 hours a week. The Company has given an undertaking that on the basis of normal working it will see that the workers are assured of securing work for an average of 26 days in a month. A list of holidays, it is recommended, should be drawn up in consultation with representatives of the workers.

Mr. Justice Chagla stated that the Company also pressed him to allow the factory to be closed for about a week for ^{the} purposes of taking ~~an~~ inventory without making it incumbent upon it to pay the workers for those days. He did not think this proposal of the Company reasonable. The Company could arrange so to take ~~an~~ inventory as not to deprive the worker of his right to receive wages for 26 days a month on the average.

Bonus.- The fourth demand was for an annual bonus of one month's pay. In view of the recent suggestion of the Government of India, a bonus equal to 1/12th of the total earnings of the workers from January to December, 1941, including dearness allowance and overtime, has already been paid by the Company and, therefore, the question about the bonus did not call for any decision.

Gratuity.- The fifth demand related to the gratuity scheme framed by the Company which the employees wished to be revised. In the

Arbitrator's opinion, the scheme was basically sound, but certain minor alterations had to be made in it. He, therefore, made the following award: ~~That~~ if a worker is compelled to leave the service of the Company either due to ill-health or old age, the minimum of 30,000 hours of actual work should be waived in his case and he should be paid whatever he has become entitled to on the basis of 90 hours' pay for every 2,000 hours of actual work. It should be left to the Trustees of the Gratuity Fund to decide whether the worker is leaving service due to ill-health or old age. The maximum benefit should not be limited at 1,080 hours. To the credit of each worker's account ninety hours' pay should be credited for every 2,000 hours of actual work for as many years as he has served the Company, and he should be paid on the basis of the number of hours' pay standing to his credit calculated on his basic pay at the time he leaves service. Mr. Justice Chagla said he made his award because he felt that as the Company did not pay any pension to its workers, it would not be fair to fix a limit to the gratuity which a worker could earn.

Leave with Pay.- The next demand of the employees was for three weeks' leave yearly with pay instead of one week as they had been receiving. The award made by Mr. Justice Chagla on the demand was that after a worker has been in the service of the Company for a period of three years, he should be given two weeks' leave yearly with pay instead of one week. For the first three years he would continue to get one week's leave as at present. The award was to have retrospective effect so that all those who have been in the service of the Company for three years or more will become entitled to two weeks' leave yearly with pay.

Wages during Strike Period.- The final demand was for full pay to the workers during the time of the strike. The award made on the demand was that the Company should pay immediately to all the workers who went on strike three-quarters of the pay from March 9 to March 22, 1942, which they would normally have drawn during that period.

(The Times of India, 30-5-1942.) ✓

Madras Bus Drivers' Dispute;
Details of Arbitration Award. ✓

At page 5 of our April, 1942, report it was reported that the arbitration award given by Sir Sidney Burn in the dispute between the Madras Motor Drivers' Union and the Madras bus owners and Companies ~~Association~~ has been submitted to the Madras Government. The award has now been published; the following is a summary of the award;

Arbitration Award.- As to the question whether the bus owners have correctly interpreted and kept generally to the terms of the award dated the 28th April 1941 and the subsequent agreement dated the 12th June 1941 (vide pages 7 to 8 of our July 1941 report), the arbitrator states that it cannot be answered with a simple 'yes' or 'no'. Some of the terms of the award have been misinterpreted by the owners and some have not been observed. In some cases it was not possible for the owners to adhere to the terms of the award and in some they were making preparations to do so when the strike broke out.

In regard to the question whether the circumstances in which the strike was started justify the advice given by the Government in their

5

press communique dated the 19th July, 1941, that workers who have not been convicted of crimes of violence should be taken back to employment, it is reported that the circumstances in which the strike was started do not justify the advice given to the owners by the Government in their communique dated 19th July, 1941, ~~that workers who have not been convicted of crimes of violence should be taken back to employment.~~

Observations by Government.- The Madras Government observes that the findings of the Arbitrator on the specific allegations of breaches of the Commissioner of Labour's award made by the Union are generally in favour of the bus owners, except in regard to the following matters :- (a) payment of Re. 1 per month to conductors in addition to their 'duty' wages; (b) washing allowance; and (c) grant of 'days off'. His findings in regard to item (c) is qualified by remarks about the unworkability of the award. It does not appear that these were sufficient grounds for going on strike without further reference to the Commissioner of Labour or attempts at negotiation. It would appear from the examination of the specific allegations made by the Arbitrator that the Commissioner of Labour's report on which Government relied when they issued their communique dated 19th July 1941 was not sufficiently accurate in its presentation of the case. The Government therefore withdraws that communique and has decided to take no further part in the dispute beyond directing the Commissioner of Labour to see that the owners implement his award in regard to (1) the Re.1 payment to conductors, (2) washing allowance, and to frame a clear workable scheme of 'days off' that shall be in accordance with his award. As the owners bound themselves to abide by the ~~terms~~ terms of the Arbitrator's findings, it is presumed there will be no further difficulty about this.

Views of Workers on the Award.- Mr. S. Guruswami, President, The M. & S.M. Railway Employees' Union, Madras, in the course of a statement on Sir Sydney Burn's award says that it is a very unsatisfactory one. It is pointed out that after a prolonged controversy the Government and the employers successfully resisted the demand of the workers to include all the essential questions in dispute when framing the terms of reference, which were artificially and improperly narrowed down. This material omission itself vitiated the whole enquiry, but none was prepared for the self-contradictory positions assumed in the report and for the expression of ~~the~~ views on fundamental principles which organised labour cannot in any event accept.

In ~~the~~ discussing whether the owners have been guilty of mis-interpretation and breach of the award of 28th April, 1941, and the subsequent agreement dated the 12th June, 1941, the arbitrator gives expression to three views which organised labour cannot accept on principle:

(a) That an agreement between employers and a trade union of workers on collective working conditions of the workmen cannot be questioned if there is any breach affecting workers who are not members of the Union.

(b) That concession of one day off in seven would certainly be reasonable provided that the workers would agree to be paid a weekly wage and would ~~fr~~ refrain from insisting on a monthly salary.

(c) That the Government would not be justified in asking the

employers to take back into service strikers not convicted of crimes of violence even though the strike was declared legally after exhausting all avenues of negotiation and conciliation and when there have been proven breaches of the awards and agreements, by the employers. In regard to point (a), Mr. Guruswami quotes certain passages from the I.L.O. publication: "Freedom of Association", Vol. I, in support of his contention:

(The Hindu, 22-5-1942)

It is reported that Mr. M. Sitaram Naidu, General Secretary of the Madras Motor Drivers' Association, has decided to visit Delhi to meet the authorities and request them to have the issue of the Madras City bus workers' dispute reopened and to suggest the setting up of a fresh tribunal to go into the affair.

(The Hindu, 27-5-1942.) ✓₄

7

SOCIAL INSURANCE

Working of the Workmen's Compensation Act in Sind
during 1940 * ✓

Proceedings before Commissioners.- There were 14 cases pending at the commencement of 1940 and 48 were ~~filed~~ filed during the year, making a total of 62 cases. Of these, 50 cases were disposed of, leaving 12 cases pending at the end of the year. Of the 50 cases disposed of, 35 related to award of compensation under section 10 and the remaining 15 were on account of distribution of deposits under section 8. Of the 35 cases of award, 6 were in respect of fatal accident, 13 in respect of permanent disablement and the remaining 16 were on account of temporary disablement. Of the 15 cases of deposit, 9 were in respect of fatal accidents and the remaining 6 were miscellaneous cases under section 8 (2).

statistics of Workmen, Accidents and Compensation.- According to the statistical returns there were 24,227 adults and 351 ⁱⁿ in employment in Sind during the year under review. Of the cases of injuries in respect of which final compensation was paid during the year, 6 resulted in death, 28 in permanent disablement and 291 in temporary disablement. Rs.7,800 was paid as compensation in fatal cases, Rs. 11,181-4-7 in cases of permanent disablement and ~~Rx~~ Rs. 4,098-2-7 in cases of temporary disablement. The total number of accidents was 325 in respect of which a sum of Rs. 2,307-7-2 was paid as compensation. No case of industrial disease was reported during the year. ✓

Provident Fund for Industrial Workers:
Views of the South India Chamber of Commerce. ✓

One of the subjects discussed at the 3rd Labour Ministers' Conference held in January 1942 (vide pages 3 to 5 of our January 1942 report for proceedings) was the institution of provident funds for industrial workers. Recently, the Government of India is understood to have approached industrial interests in the country through Provincial Governments to gather their views on the proposal. The Committee of the Southern India Chamber of Commerce, in its communication on the subject to the Commissioner of Labour, Madras, points out that the present time is not propitious for the undertaking of a legislative measure of such importance, although ~~it~~ it recognises that the proposed scheme is sound in substance. It expresses the opinion that from all points of view the more outstanding problems to workers, such as holidays with pay, sickness insurance, unemployment insurance, provident fund, etc., should all be tackled together in a comprehensive legislative measure. The Committee presumes that the proposed scheme is to be on an all-India basis and adds that if individual provinces

* Annual Report on the working of the Workmen's Compensation Act, 1923, for the year 1940. Price: As.3. Karachi: Printed at the Government Press. 1942. pp.12.

8

are to take independent action on the proposal, it would be undesirable and most ~~more~~ detrimental to the industrial growth and development of the provinces which undertake such legislation. It is urged that the Indian States should necessarily come in line with the British Indian provinces in this matter of all-India importance.

The absence of all reference to the Government's obligations in the details of the proposal, the Committee points out, is a serious omission. The Committee is emphatically of the opinion that in consonance with the obligations that the Governments of different countries have shouldered in the matter of labour welfare, the Government of this country, as also the Governments of the States, should accept the responsibility for contributing their share towards any labour welfare fund that may be instituted.

(The Hindu, 30-5-1942.) ✓

AGRICULTURE.

Agricultural Statistics of British India, 1937-38*

9

Classification of Area and Net Area Sown.- According to the Agricultural statistics of India for the year ending 30-6-1938, the actual area of British territory (excluding Burma) for which statistics are given in the volume is 511,302,000 acres, as against 511,794,000 acres according to professional survey. Of the total area, 68,001,000 acres, or 13 per cent., are occupied by forests; and the area not available for cultivation, i.e., land absolutely barren or unculturable or covered by buildings, water, and roads, or otherwise appropriated to uses other than agriculture, amounts to 92,402,000 acres, or 18 per cent. The balance, 350,899,000 acres, or 69 per cent., represents the area available for cultivation. Of this, 91,969,000 acres or 18 per cent. of the total area, represent culturable waste other than fallow, i.e., land available for cultivation but not taken up or abandoned, and 45,437,000 acres, or 9 per cent., land kept fallow in the year of report. The net area actually sown with crops during 1937-38 was therefore 213,493,000 acres or 42 per cent. of the total area, as against 213,719,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross area sown in the year of report amounts to 246,863,000 acres, as against 248,192,000 acres in the preceding year.

Irrigation Statistics.- The total area irrigated in 1937-38 was 52,833,000 acres, as against 50,158,000 acres in the preceding year. Of this area, 24,653,000 acres were irrigated from Government canals, 3,611,000 acres from private canals, 12,569,000 acres from ~~wells~~ wells, 6,251,000 acres from tanks, and 5,749,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to on an extensive scale in tracts where the rainfall is most precarious. In Assam, eastern Bengal, and the Malabar Coast (including the Konkan), where the rainfall is ordinarily heavy, the crops hardly need the help of irrigation, unless there is an unusual scarcity of rain. Of the total area irrigated in 1937-38, the Punjab accounted for 31 per cent., the United Provinces 22 per cent., Madras 17 per cent., Bihar and Sind 8 per cent., each and the other provinces for the remaining 14 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 57,314,000 acres in 1937-38. Of this area, 83 per cent. was under food crops and the remainder under non-food crops. Of the former, 18,426,000 acres were under rice, 12,011,000 acres under wheat, 2,548,000 acres under barley, 1,331,000 acres under jowar, 987,000 acres under bajra, 1,360,000 acres under maize, 2,229,000 acres under sugarcane, and the remaining 8,428,000 acres under other food crops. Of the irrigated non-food crop area, 4,556,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered, as stated before, 246,863,000 acres in 1937-38. Of the total sown area, food crops occupied about 197,322,000 acres, or 80 per cent. and non-food crops 49,541,000 acres, or 20 per cent. Of the food-crops, food-grains (cereals and pulses) covered as much as 186,762,000 acres, or 76 per cent. of the total area sown, and other

10

food-crops (condiments and spices, sugar, fruits and vegetables, and miscellaneous food-crops together) some 10,560,000 acres, or 4 per cent. of the total. Of non-food crops, fibres (such as cotton, jute, hemp, etc.) occupied 18,944,000 acres or 8 per cent. and oilseeds 16,985,000 acres or 7 per cent. of the total area sown. The other non-food crops - dyes and tanning materials, drugs and narcotics (tobacco, tea, coffee, opium, etc.), fodder crops, and miscellaneous non-food crops together - occupied about 13,612,000 acres, or 5 per cent. of the total.

(Extracted from Agricultural Statistics of India, 1937-38, Volume I - Department of Commercial Intelligence and Statistics, India. Published by the Manager of Publications, Delhi, 1942. Price Rs. 8 or 13s. pp.365.) ✓

"Grow-More-Food" Drive;
Government of India to Finance Scheme and Compensate Provinces. ✓

The Central Government has, it is learnt, decided to make available Rs. 10,000,000 from the Cotton Fund for the "Grow-More-Food" drive. Out of this sum Rs. 2,500,000 has already been allotted to the Central Provinces. Provincial Governments have been invited to send suggestions and schemes in this connection. It is further learnt that the Central Government has agreed to compensate any loss in any Provincial Government's revenue through a change of crops under the "Grow-More-Food" campaign.

Safeguarding the Cultivator.- In connection with the food production drive inaugurated by the Government of India, the question has been raised according to a press note issued by the Government whether the position of the cultivator may not be seriously affected if a nationwide effort towards increased food production leads to such an augmentation of output as to affect the saleability of the crops. It has been suggested that in the event of a sudden termination of hostilities, the demand for foodstuffs may fall off, leading to a deterioration in prices. The Government of India regards the possibility of any such developments as remote. It therefore asks the cultivators to be on their guard against any exaggeration of these fears and to go ahead with their plans for increased food production to meet the proved need of the hour. Even after the cessation of hostilities, the demand for foodstuffs from countries now devastated by war is likely to increase rather than decrease. India herself with her growing population needs more food than she grows at present. It is, however, likely that genuine apprehensions may be felt about the transport situation and certain temporary difficulties in the marketing of crops on that account, and it was to counter such apprehensions that it was recommended at the Food Production Conference held in New Delhi on April 6 that "the Government of India should undertake, ~~such~~ should such a contingency threaten, to buy such quantities of foodstuffs in the open market as would prevent any serious deterioration in the level of prices." The Government of India has accepted the principle of this recommendation, and the details of a scheme for giving effect to it are now being worked out in consultation with the interests concerned. Meanwhile, the

//

Government of India conveys the assurance to the cultivators that, should any developments take place which affect the saleability of the food crops, it will ~~be~~ buy such quantities of foodstuffs in the open market, whether in British India, or in the Indian States, as are calculated to prevent a serious fall in the prices.

(The Amrita Bazar Patrika, 9-5-1942 and the Statesman, 26-5-1942). ✓+

Purchase of Food Crop Seeds for Bombay Province:
Government's Rs. 170,000 Scheme. ✓

A sum of Rs. 170,000 has been sanctioned by the Bombay Government for the purchase of food crop seed for being made available to cultivators at concession rates throughout the province in pursuance of the plan to encourage growing of more food crops in preference to non-food crops. ~~Where~~ Where there was seed shortage, Government proposed distributing food crop seed at two thirds of the cost price. For this purpose Rs. 50,000 each had been placed at the disposal of the Deputy Director of Agriculture in the Northern, Southern and the Central Divisions, and Rs. 20,000 at the disposal of the Divisional Superintendent, Konkan.

(The Times of India, 22-5-1942.) ✓+

Indebtedness of Public Servants in Cochin State:
Survey ordered by Government. ✓

The Cochin State Government has ordered a survey of the condition of indebtedness of the officers of the State. A notification issued in this connection states that the Government is aware that there are a number of officers in the State Service involved in debt. It is considered necessary to take a comprehensive survey and find out the persons highly and seriously involved in debt. If an officer has large debts, but has also more than enough properties to pay off the debts, there is hardly any cause for action. The enquiry will be one addressed to find out how many officers there are in a Department, including the Head of the Department, who are indebted to such an extent that there is no immediate prospect of paying off their debts. The Heads of the Department are requested to cause enquiries to be made in the matter and submit reports immediately.

(The Hindu, 8-5-1942.) ✓ +

LIVING CONDITIONS

14

Nutrition

Nutritional Deficiency in Hyderabad State: Changes in Agricultural Policy suggested. ✓

The first fruits of the nutrition survey of the Hyderabad State which was ordered by the Government of the State in 1940, and which is still in progress, are now being gathered. As a result of the study of the data collected in a number of districts in the first eighteen months of the survey, several important conclusions have been reached concerning the dietary deficiencies in the areas surveyed and proposals have been formulated by the Medical and Public Health Department.

Cause of Pellagra.- In the Siddipet Taluq of Medak district, for instance, cases of pellagra were noticed only in the areas where maize is the chief cereal cultivated and is therefore the staple diet. In the adjoining areas where rice, wheat and jawar are consumed for the most part, no cases of this disease were detected. A few cases of pellagra were also detected in some rural areas among the very poor who subsisted on a limited choice of food. It is therefore emphasised that the disease could only be eradicated by a complete change in present dietary habits in the affected areas and the recommendation had been made to the Agricultural Department to devote special attention to the cultivation of cereals like jawar and ragi in place of maize.

Deficiencies of Rice Diet.- The attention of the Agricultural Department has also been called to the case of poor families in the rice-eating areas whose staple diet is made up of rice and condiments. It is suggested in their case that attempts should be made to improve the nutritive value of such diet, at least in certain essential respects, and that it would be better if, as a matter of policy, special attention is paid to the increased cultivation of millets such as jawar and ragi in the Tellingana districts which comprise the rice-eating areas.

Neglect of Pulses.- It has also been ascertained that the rice-eaters' intake of pulses, which supply some of the food factors in which rice is deficient, also falls short of what is desirable. To remedy the deficiency it has been suggested that the Agricultural Department should aim at increasing the cultivation of pulses in the rice-eating districts by developing improved varieties.

Vegetables.- At the same time the nutrition surveys in Medak, Mahboobnagar and Raichur districts have shown that the vegetable intake in the rural areas is far below the desirable level, whereas vegetables of any kind would improve the standard of nutrition in these areas. It is pointed out, for instance, that leafy vegetables are a valuable supplement to poor rice diets since they are rich in vitamins "A" and "C" and calcium. For this reason the Medical and Public Health Department has suggested to the Agricultural Department the desirability of taking up the study of leafy vegetables in particular and endeavouring to increase their production. Special emphasis has been laid on the need for developing kitchen gardens in villages where manure and water are easily available.

(Hyderabad Information, May 1942) ✓

15

Planning War-Time Nutrition:
Uses of Soya Bean.

A judicious system of crop planning, encouragement of larger cultivation of those crops that are likely to make up the deficiency in the national diet, and introduction of suitable marketing and distribution machinery, were some of the suggestions made by Dr. A. C. Ukil, in a talk on "Planning Wartime Nutrition" before the Calcutta Rotary Club on 12-5-1942. In order to study the subject in all its aspects, he proposed the mobilisation of a body of scientific experts. In Dr. Ukil's opinion, soya beans would go a long way towards solving the country's food difficulties and ~~that~~ he recommended a more extended cultivation of this crop. "There is no other crop known to us", he said, "which can feed and clothe the peasant and build his hut at the same time. To take the place of milk, there are hardly any other foods that are equal to soya beans and soya bean milk." Elaborating his suggestion, he said that people should be induced to mix 20 per cent. of soya beans with rice. In the Philippines, a combination of 80 per cent. rice and 20 per cent. soya beans, with the incorporation of such vegetables as were possible to grow in the compound of every house, made a balanced diet for the adult population. It had been shown that milk consumption, both of adults and children, could be reduced to half by mixing equal parts of milk and steam-processed soya beans. Human milk might be largely or entirely replaced by groundnut soya bean milk for feeding infants. He said that the mixing of soya beans with rice would entirely meet the shortage of rice occasioned by the stoppage of export from Burma. As regards Bengal, the speaker said that with intensive cultivation and crop rotation, Bengal could not only obtain self-sufficiency as regards her food requirements, but would probably have a surplus. He expressed the opinion that further extension of tea cultivation should be restricted, if possible, and any available land in the tea gardens should be utilized for growing catch crops and soya beans.

(The Statesman, 14-5-1942.) ✓+

Rural Problems in Indore State:
Maharaja sets up Enquiry Committee. ✓

The Maharaja Holkar of Indore State appointed towards the middle of May 1942 a committee consisting of the Revenue Minister, the Education Minister and the Commerce Member of the State for the purpose of reporting within three months on the needs, in order of urgency, of the rural population of the State that call for early action.

(The Statesman, 22-5-1942.) ✓+

Employers' Organisations

Employers' Association of Northern India:
5th Annual Meeting, Cawnpore, 28-5-1942. ✓+

The 5th annual meeting of the Employers' Association of Northern India was held at Cawnpore on 28-5-1942, Lala Padampat Singhania, Chairman of the Association, presiding.

Presidential Address: American Technical Mission.- Reviewing the political and economic situation of India during the last year, Lala Padampat Singhania referred to the arrival of the American Technical Mission in India and said that suspicion has been expressed in some quarters that America has some ulterior motive behind this move; but this suspicion has been removed by the Leader of the Mission. He said that he had met the members of the Mission along with other representatives of Indian commerce and industry and discussed with them the potentialities of Indian industrial resources and that they were assured that America has no designs to establish American capital in India, but it is with a view to give impetus to Indian industries in order to effectively cope with war pressure and also to facilitate the starting of capital war industries that America has taken this initiative. ^{in the author's} ~~the~~ cross-examined them in several ways and were convinced of the genuineness of the attempt. He expressed the hope that the Mission would act promptly and that the Government would take immediate steps to implement the proposals of the Mission. It will be better, he said, if Dr. Grady, the President of the Mission, would publish his proposals for the benefit of the public.

Workers and War Work.- Stressing the importance of the labour front in the prosecution of the war, the president emphasised the need for labour to work intensively and stick to their posts. In this connection, he pointed out that it is highly desirable that employers should establish more personal contact with workers and should make all endeavours to assure them that in no case will there be any scarcity ~~to them~~ regarding their essential needs of daily food and clothing. The employers adopted a benevolent attitude during the crisis of wheat shortage in Cawnpore. They took all steps to relieve the distress. Such an attitude will go a long way in maintaining morale. He hoped that the Association would do all that is possible to keep up the spirit of the labourers.

Activities of the Association.- The Association has been rendering very useful service to the labour. By its Labour Bureau it is trying to register the unemployed workers and find work for them. The registration increased during the year under review; so also did the numbers of ~~the~~ ^{from} employment through the Bureau. The figure of literacy among registered workers is 22 per cent. There is a slight drop in the figure as compared to the percentage of the previous years. This is not satisfactory. It is hoped that the Government and the employers will adopt effective measures to increase literacy among workers. This is necessary both in the interests of industries and workers for literacy general developps elements of efficiency in a worker which ultimately improves production.

Industrial Relations.- While complimenting the workers on their loyal work, the president regretted the strike declared by them some time back for war dear food allowance, which they could have got without

18

striking work. It was bad and wrong leadership by trade unions which was responsible for the strike. They seem to imagine that the main business of a Trade Union is to engineer strikes and create unhappy relations between the employers and their workers. Trade unions should aim at promoting harmonious relations and good will between employers and workers and settle all questions concerning labour by negotiations and friendly discussions. The Association has since its inception stood for the recognition of genuine trade union principles. If it could only be realised what tremendous pecuniary harm the strikes cause to the workers and how criminal it is to stop the work at a time when the nation is engaged in a terrible war, there may be a return to saner activities of getting grievances redressed by mutual appreciation of each other's point of view.

The War Dear Food Allowances and bonuses which workers in Cawnpore are getting are in no way less than what workers in other parts of the country are receiving. Without going into details, roughly calculated, workers belonging to member concerns have been paid about Rs. 3.5 millions over and above their basic wages during the year 1941-42. If one takes into account the workers of Government factories, building concerns and other industrial houses also, it would be found that in all about Rs. 7 millions extra have been paid throughout the Province during the year. The present-day wages of the workers are commensurate with the increase in prices and it is possible for the workers to effect savings out of them.

Shortage of Production.- The country has begun to feel the ~~shortage of essential requirements~~ of human beings: food and clothing. So far as shortage in food is concerned, the Government of India as also the Provincial Governments have launched a "Grow More Food" campaign. He emphasised the advisability of adopting substantial methods to meet with the requirements of the country so far as clothing is concerned. The Government should take up the task of further promotion of village handicrafts and increasing development of small cottage industries. Already there is shortage of yarn. There may be shortage in other materials as well in future. Transportation difficulties are there. It is therefore necessary that vigorous attempts should be made by the Government to give a momentum to village industries. If the Government would like to move in this direction and seek the aid of the employers, the Association will come forward to do whatever it can in this direction.

Labour Supply.- Lastly, Lala Padampat referred to the growing tendency among workers in villages to migrate to industrial areas and become industrial workers. With the rapid industrial expansion of Cawnpore in particular, and the United Provinces in general, on account of War production, nearly 200,000 workers are engaged in various industrial concerns. Further industrialisation is anticipated and consequently the number of workers is bound to rise. He said that it is the duty of the Government, the local bodies and the employers to see that these workers are provided with all the facilities which may make them feel at home in cities. Out of a population of about 600,000 in Cawnpore (there has been an appreciable increase after the ¹⁹⁴¹ census) no less than 20 to 25 per cent. are found without a dwelling, lying in streets. A worker after hard day's toil requires some recreation and some healthy place to sit and sleep and if that is not forthcoming he finds himself in unfamiliar surroundings and takes the first opportunity to run away. The

Government is alive to the problem, but it has not moved fast enough in the matter. He hoped that despite numerous handicaps, all concerned would formulate a comprehensive scheme to solve the problem.

(Summarised from a copy of the Proceedings² of the 5th Annual Meeting, supplied to this Office by the Employers' Association of Northern India, Cawnpore.) ✓

Employers' Association of Northern India:
Annual Report for 1941-42* ✓

Membership and Labour Force.- The membership of the Employers' Association of Northern India, Cawnpore, during 1941-42 (1-2-1941 to 31-1-1942) consisted of 42 concerns (13 cotton mills, 1 woollen mill, 2 leather works, 2 sugar works, 2 jute mills, 2 hosiery factories, 2 brush factories, 2 ice factories and 16 other factories). The total labour force employed by member concerns in Cawnpore is approximately 61,703 as against 56,829 last year; and the estimated total of labour ~~units~~ employed by the mills and factories of Cawnpore is 76,316.

Complaints.- During the year, the Association received and dealt with 425 complaints from workers; of these 9 were made by the Cawnpore Mazdoor Sabha, 141 by other unions and 275 direct by workers. 52 cases went up before the Government Labour Commissioner (as against 40 in 1940-41) of which 26 were decided in favour of the Association and 23 against it, while * 3 were neutral decisions. There was an increase in the number of cases heard by the Labour Commissioner as compared with the previous year due to other Unions bringing forward complaints. The deadlock in regard to conciliation proceedings with the Cawnpore Mazdoor Sabha continued.

Labour Bureau.- The Labour Bureau of the Association registered 16,227 applicants from unemployed workers, and was able to secure employment for 11,747 (the corresponding figures for 1940-41 were 14,772 and 7,803). The report points out that there has been a continued ~~d~~ increase in the demand for labour in the leather industry. 98.39 per cent. of the workers registered were from the United Provinces and the remaining 1.61 per cent. were from other Provinces and States as against 1.12 per cent. in the year 1940-41. Of the 16,227 unemployed workers registered, only 22.15 per cent. were literate as against 25.56 per cent. in 1940-41, and the report points out that there has been a steady and increasing drop in the percentage of literate workers. The continued drop is due to the large number of leather workers who have passed through the Bureau, though there has also been a drop amongst other sections of workers due again to the increased demand for unskilled labour.

Labour Situation.- There was a large-scale strike in July 1941 involving 27,198 workers, entailing a loss of 235,975 working days, and Rs. 209,762 in wages. Including this, industrial disputes during the year in Cawnpore involved 29,754 workers, and entailed a loss of ~~210~~ 240,059 working days and Rs. 214,959 in wages. The strike in July 1941

* Fifth Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1941-42 (established 2nd August, 1937), presented to the Annual General Meeting held on 28th May, 1942. The Star Press, Cawnpore. 1942. pp. 10.

20

was ~~not~~ instigated by the Cawnpore Mazdoor Sabha to enforce a demand of war dear food allowance, although employers were considering the question. The strike was, as usual, without notice and no effort was made to negotiate before it was enforced. The Provincial Government, as a result of this illegal strike, announced that it could not continue to recognise the Cawnpore Mazdoor Sabha. The fight for supremacy in the Cawnpore Mazdoor Sabha between the so-called Socialist Group and the Communists has continued as a result of their divergent political views, and the interests of the workers from the pure trade union point of view have been pushed into the background. The result is shown in the very heavy drop in the membership of the Sabha. The last published figure giving the total membership of the Cawnpore Mazdoor Sabha was 1,839 against 7,103 in the previous year.

The position in regard to employment in Cawnpore generally has continued to improve owing to the increase in the number of workers employed in existing concerns and to a large number of concerns opening up in connection with the war effort. This has led to a very distinct improvement in the general wage level which has been greatly assisted by the grant of further instalments of war dear food allowances.

Technical Training.- At the request of the Cawnpore Civil Training Recruiting Sub-Committee, the Association through the co-operation of its members in Cawnpore agreed to assist in this work. Later the scheme was taken over by the Government of India, and facilities were provided for the training of 80 fitters at one time. The flow of recruits was not sufficient for full advantage to be taken of the facilities offered by the scheme, and by the end of January 1942, the supply of recruits had ceased. During the time the scheme was in operation, 491 recruits were registered but only 207 completed their course; of this number 157 were accepted by the military authorities and the remainder rejected mostly on medical grounds.

War Dear Food Allowance and Bonus.- Details of the War dear food allowance granted by members of the Association in 1940, and 1941 and 1942 were given at pages 49-50 of January 1940 report, 35-36 of August 1941 report and page 44 of January 1942 report respectively of this Office.

The Committee of the Association also considered the question of the payment of bonus generally by all members of the Association and it was agreed that a bonus should be paid. ✓

Progress of Trade Unionism in Bombay, 1940-41. ✓

Number of Registered Unions and Membership.- There were 73 unions, including one Federation, on the register on 31-3-1940. The registrations of 13 of these unions were cancelled during the year under report. Two other unions were dissolved during the year, and their dissolution registered. There were thus only 58 odd unions which were still on the register at the end of the year. To these were added 13 new unions which were registered during the year. The control of 8 unions whose objects were not confined to one province was also transferred to the Registrar of ~~the~~ this Province from the Registrar of Central Trade Unions, Delhi, with effect from 1-4-1941, bringing the total number of unions on the register from 1st April 1941 to 79. The report under review is based on the annual returns from 64 unions, including one Federation.

The total membership of the reporting unions at the end of the year was 141,578 as against 132,475 at the beginning of the year. Important among the groups which contributed to this rise were "Engineering" - 44.15 per cent., "Textiles" - 40.33 per cent. and "Miscellaneous" - 14.97 per cent. The groups which recorded decreases in membership were "Railways (including Railway Workshops) and Transport other than Tramways", "Printing Presses", "Seamen" and "Docks and Port Trusts". The decreases in the membership of "Printing Presses" and "Seamen" were particularly marked, being 49.34 per cent. and 41.05 per cent. respectively.

The position as regards female membership showed improvement during the year. In the year 1939-40, there were 21 unions having 6,713 female members on their rolls; during the year under report, however, the numbers increased to 26 and 7,089 respectively, the highest so far reported.

Finances of Unions.- The principal liability of the majority of the unions was the general fund. It formed the only liability of 25 unions, while four unions had liabilities other than the general fund. The total amount at the credit of the general fund account of all the unions was 514,490 and other liabilities amounted to 71,902 as against total assets amounting to Rs. 386,392. The figure for total assets includes ~~an~~ an amount of Rs. 109,569 for unpaid subscriptions due, the real value of which is doubtful. The amount of cash assets was the largest in the case of "Railways (including Railway Workshops) and Transport other than Tramways" and the "Textiles" groups, amounting to Rs. 31,791 and Rs. 30,853 respectively. Securities valued at Rs. 93,980 were held by nine unions of which the Bombay Postmen Union held securities worth nearly Rs. 41,000.

Number and Membership of Unregistered Unions.- According to the quarterly review published in the Labour Gazette, at the beginning of the year the number of the trade unions registered and unregistered in the Province of Bombay was 180 with a membership of 187,732. Eighty of the unions were registered under the Act. Of the remaining unions, 30 were associations of employees of the Postal and Telegraph Department.

(Labour Gazette, Bombay, March,
1942.) ✓ +

Recognition of Trade Unions:
Views of N.W.R. Employees' Union. ✓

Reference was made at page 1 of our April 1942 report to the draft Bill to amend Indian Trade Unions Act, 1926, with a view to provide for "recognition" of trade unions. The N.W.R. (North Western Railway) Employees' Union, Lahore, has made the following criticism about the provisions:

Conditions of Recognition.- Regarding the power given to Provincial Governments to prescribe minimum strength of unions for recognition, the suggestion is made that this provision would not be fair to railway unions, the field of activity of which embraces several thousands of employees over a route mileage of several thousands of miles.

Rights of "Recognised" Union.- As regards the rights of recognised unions, prescribed in the Bill, the N.W.R. Employees' Union disagrees with the exclusion of individual matters from negotiation between employers and Unions. Where an individual has been gravely wronged, or wronged in a manner which involves a principle affecting a class of its members, it should be a subject for representation and the employer should enter into negotiations with the Union executive. In support of this demand, the Union refers to (i) the existing provisions in the General Manager's Guidance Notes in dealing with Unions on the N.W. Railway, and (ii) the Railway Board's recent communication to the All-India Railwaymen's Federation on the subject of policy regarding individual cases presented by recognised unions addressed to railway administration.

As regards the provision that an employer need not re-open cases where he has arrived at a certain conclusion whether in agreement with the Union executive or not, the Union suggests that a limitation of 6 to 12 months can be placed on the re-opening of such cases; this should also be possible if new facts are advanced.

(The Railway Herald, Karachi, 18-5-1942.) ✓

Attempts to form Federation of Labour Unions in Mysore. ✓

Attempts are being made to form a federation of labour associations in Mysore State. This is the result of the new Mysore Labour Act which, inter alia, provides for the formation of trade unions. Several labour associations that have come into existence under the new Labour Act have now come forward with proposals to establish a central labour organisation and a special sub-committee has been busy drafting the constitution and rules of the labour federation. A conference of representatives of the several labour associations was held recently, when Mr. K.T. Bhashyam was elected president of the Mysore Labour Federation. The conference resolved to represent to Government to consider giving statutory recognition to the Mysore ~~Lab~~ State Labour Federation.

(The Times of India, 26-5-1942.) ✓

Marginal Notes

Recognition of Trade Unions:
Views of Bombay Millowners' Association on Draft Bill to amend Indian
Trade Unions Act, 1926 ✓

Reference was made at page 1 of our April 1942 report to the draft Bill to amend the Indian Trade Unions Act, 1926, with a view to provide for recognition of trade unions. Opposition to certain proposals in the draft Bill has been expressed by the Committee of the Millowners' Association in a letter to the Government of India. The Committee asserts that employers should not, under any circumstances, be compelled by statute to recognise unions and points out that where a trade union consists of bona fide workers, is managed by representatives of workers, adopts strictly trade union methods in securing redress of its members' rights, and is further in a position to impose its will upon its members in securing due observance of all the agreements and undertakings given by it in its negotiations with employers, then recognition by employers follows as a matter of course without any compulsion whatsoever.

The Millowners' Association is also unable to accept the Government's recommendation to employers to adopt a liberal policy towards trade unions and its workers even though they may feel some doubt regarding the leaders of those trade unions. The Association points out that their experience in Bombay has unfortunately been extremely bitter. Active leadership and initiative in all trade union matters pass, owing to the lack of workers in sufficient numbers with experience in trade union methods, into the hands of outsiders "with destructive views, and these leaders have not hesitated to use the union machinery in their hands as a convenient weapon for advancement of their personal aims and objects, regardless of the interests of the union which they are supposed to represent and of the industry affected." To substantiate this statement, the letter quotes from published reports of enquiry committees appointed by the Government in regard to labour disputes. The Millowners' Association, however, stresses that the proper time to go into the various proposals of the Government will be when the war is over and when normality has been restored. For the duration of the war, it suggests for those provinces which have not passed any such labour legislation like that of the Bombay Act, to have a statute on the lines of the Bombay Trade Disputes Act of 1934.

(The Statesman, 24-5-1942.) ✓

24

SOCIAL CONDITIONS

Prisoners as Labour Battalion:
U.P. Government adopts Scheme. ✓

The U.P. Government has finally approved a scheme for forming a labour battalion of prisoners at present confined in the U.P. jails. The strength of the battalion will be 1,400 and it will work under the Defence Department of the Government of India. It is learned that about 2,000 prisoners have volunteered their services for war. The Government will now select the required number and give them training in a camp. The prisoners will be given the same wages and facilities as members of other labour corps, and they will be set free after the war when the battalion will be disbanded.

(The Statesman, 30-5-1942.) ✓ +

Hours

Reduction of Hours of Work in Jute Mills from 60 to 54 per Week.

The virtual closing of the Port of Calcutta has had repercussions on the jute mill stocks. Commercial hessians are up by over 85 millions. Sacking goods on commercial account register an advance of 45 million yards. As regards goods held on Government account, sand-bags show an increase of 22.5 million yards. Overhead, therefore, the increase in stocks at the end of April as compared with the end of March amounts to almost 36 per cent. Government goods have increased by 22 per cent. and commercial goods of all sorts by 42 per cent. though the increase is much more marked in hessian at 59 per cent. than in heavy goods at 31 per cent. Steps had to be taken to regulate production nearer to the offtake and at a meeting in the first week of May 1942, the Indian ~~Mills~~ Jute Mills Association decided to recommend that working hours should be reduced from 60 per week to 54, and that, at the same time, 10 per cent. of the looms should be sealed. It was decided that this alteration should be brought into force from 18-5-1942.

At the same time it was agreed, as a measure of compensation to the mill labour force, to increase the "amenity allowance" (koraki) from a monthly payment of one rupee to a flat rate payment of twelve annas per week. The increase now granted is tantamount to giving the labour the same return for 54 hours week as they have been receiving for 60.

(The Indian Finance, 9 and 16-5-1942.) ,

Wages

Increase of Dearness Allowance in Coimbatore

*In view of the recent further rise in the cost of living index since the dearness allowance of $12\frac{1}{2}$ per cent. was granted in August 1941, the South Indian Millowners' Association has recommended member mills to increase the present dearness allowance of $12\frac{1}{2}$ per cent. or 2 annas in the rupee to $18\frac{3}{4}$ per cent. or 3 annas in the rupee. This is to be continued so long as the need exists and the Mills can afford the expenditure. This increase is to come into force from 1-5-1942. Together with the bonus, this increase amounts to $27\frac{1}{12}$ per cent. in wages.

(The Hindu, 22-5-1942.) ,

Industrial Relations

26

Industrial Relations in War Time; Government of India's Letter to Employers' Organisations. ✓

The Government of India is reported to have sent on 3-3-1942 a letter (No. L1882) to the Employers' Federation of India, Bombay, and to the All-India Organisation of Industrial Employers, New Delhi, regarding the handling of labour in war time. The letter ~~referred~~ recalled recent discussions with representatives of these organisations and of labour in regard to the maintenance of morale among labourers in the event of enemy action and states that the Government is satisfied that one of the first essentials is that there should be close contact between representatives of the employees and their employers, and that in order to ensure such close contact in present circumstances it is necessary that employers should adopt a liberal policy in regard to the recognition of trade unions. The Government of India, it is pointed out, will be consulting these and other organisations regarding its proposals for compulsory recognition of trade unions, but it is suggested that the two organisations would be well advised to issue at once general advice to their members that they should adopt a liberal policy towards any trade unions of their workers even though they may feel some doubts regarding the leaders of those trade unions.

Some ~~is~~ further measures indicated as being useful for the purpose in view are the use of propaganda. The nature of propaganda to be used and the methods of using it can probably best be decided by individual employers, but the Government thought it essential that any such propaganda should be ~~is~~ accompanied by the adoption of every possible measure to ensure the safety and comfort of workers. The adequate provision of slit trenches for workers stand out as a first essential, while storing within factory premises of stocks of grain with adequate arrangements for cooking, ~~is~~ and other welfare works of a similar nature may prove of great value. Provided that the worker sees that ~~the~~ steps are being taken to look after his interests and to ensure his safety and comfort, he will probably be readier to face the dangers and difficulties likely to result from enemy action.

(The Railway Herald, Karachi, 18-5-1942).

Employment

Essential Services (Maintenance) Amendment Ordinance, 1942. ✓

The Government of India has promulgated an Ordinance to amend the Essential Services (Maintenance) Ordinance, 1941, so as to make the provisions relating to the continuance in service of essential personnel more specific.

(The Gazette of India Extraordinary
dated 28-5-1942, pages 709 to 710.) ✓

Separation Allowance to Government Employees in Evacuated Areas in Bengal. ✓

27

With a view to assisting their employees ~~to meeting~~ the additional expenditure involved in evacuating their families from certain places in the coastal belt of the province, the Government of Bengal proposes to declare certain areas as "non-family" areas. Any Government servant in a "non-family area" who, in accordance with the advice given by the Government, has sent his family away will be given a separation allowance. This allowance will range between ten and twelve per cent. of the monthly pay of an employee.

(The Hindustan Times, 7-5-1942.) ✓+

Bengal Essential Services (Maintenance) Rules, 1942.

The Government of Bengal has published the Bengal Essential Services (Maintenance) Rules, 1942, extending to the whole of Bengal. The Labour Commissioner, Bengal, is empowered to issue directions regulating the wages and other conditions of service of persons or any class of persons engaged in any employment or class of employment declared under section 3 of the Ordinance to be an employment or class of employment to which the Ordinance applies, subject to the following conditions:-

- (a) that directions regulating the wages and other conditions of service of persons engaged in such employment or class of employment shall not be given except after a summary inquiry in respect of such wages or conditions of service and due consideration of the views of the representatives of the employers of such persons as well as of the representatives of such persons;
- (b) that in case of any dispute between such persons and their employers any direction increasing or reducing the wages or allowances of such persons by more than twenty per cent. of the wages or allowance which were being drawn by such persons at the time when such dispute arose shall not be given without the previous sanction of the Provincial Government;
- (c) that any direction specifying any condition on which the service of any person engaged in such employment or class of employment may be terminated shall not be given without the previous sanction of the Provincial Government.

(Notification No. 788 Com.(C.D.) dated 26-5-1942: The Calcutta Gazette, Part I, dated 28-5-1942). ✓+

Control Measures.

Orissa House Rent Control Order, 1942. ✓

The Orissa Government has gazetted the Orissa House Rent Control Order which (1) prohibits the charging of salami or premium by landlord when leasing a house; (2) provides for the continuation of existing tenancies from month to month and bars any increase in rent; and (3) appoints a Controller who is empowered to fix "fair rent". (Notification No. 2472-D(c) dated 25-5-1942: The Orissa Gazette Extraordinary dated 25-5-1942.) ✓+

28

Reducing Imports into India:
Government Scheme. ✓

The Government of India is reported to be engaged in working out a scheme for further curtailment of imports into India. The main object of the proposals is to weed out imports of non-essentials, thereby providing space for war material to come out to India in larger quantities.

When the import control system was first introduced, the main objective was economy in the use of difficult currencies, particularly dollars. Subsequently, control has been used in a few cases in connection with the conservation of supplies goods that were in great demand everywhere for war purposes, particularly metals such as steel and aluminium. The emphasis has now shifted. Considerations of currency and supply are as important as ever, but even more important is the necessity for economy in the use of shipping.

(The Times of India, 11-5-1942.) ✓

Madras Government applies House Rent Control Order, 1941,
to entire Province.

The Madras House Rent Control Order, 1941, has been made applicable to the whole of the Madras Province, except the City of Madras, and owners of house properties in the mofussil, including hill stations in the Province, have been prohibited from changing any rent in excess of fair rent as entered in the records of the municipality or the local board concerned.

According to the Order, Revenue Divisional Officers have power to hold a summary inquiry and determine the fair rent in any case where, on complaint or otherwise, they have reason to believe that excessive rent is being charged. Such fair rent is to be fixed with due regard to the prevailing rents for the same or similar accommodation in similar circumstances during the 12 months prior to April 1, 1940, and to the rental value for that period as entered in the records of the municipality or the local board.

(The Statesman, 5-5-1942.) ✓ +

Cochin House Rent Control Order, 1942. ✓

Under the Defence of India Act and the rules framed thereunder, the Cochin Government have issued ~~provisionally~~, the "Cochin House Rent Control Order of 1117" (1942) prohibiting the landlords of the State from charging any rent in excess of the "fair rent" in respect of houses. After the announcement of this order, an increase in rent shall be permissible only where some addition, improvement or alteration not included in the necessary repairs which are usually made to houses in the local area has been carried out at the landlord's expense since the rent was fixed. Such increases in rent, it is stated, shall not exceed $7\frac{1}{2}$ per cent. per annum on the cost of such addition, improvement or alteration and shall not be chargeable until such works have been completed. Any dispute with regard to the landlord and the tenant in regard to any increase in rent claimed will be decided by the Controller who will be the Tahsildar (Revenue

Official) of the Taluk concerned. When on a written complaint, the Controller has reason to believe that the rent in houses within the local limits to which the order is applied is excessive, he shall hold a summary enquiry and if he is satisfied that the rent of the houses is excessive, he is empowered to determine the fair rent to be charged for the houses. The order extends to such areas within the State as are notified by the Government.

(The Hindu, 5-5-1942.) ✓

Food-Grains Control Order, 1942 ✓

On 21-5-1942, the Government of India promulgated the Food-grains Control Order, 1942, which prohibits any one from engaging in any undertaking which involves the purchase, sale, or storage for sale, in wholesale quantities of any food-grain except under and in accordance with a licence issued in that behalf by the Provincial Government.

(Notification No. Econ. Ad (P.C. 550/52 dated 21-5-1942: The Gazette of India Extraordinary dated 21-5-1942, pages 599 to 602.) ✓

Food-Grains (Futures and Options Prohibition) Order, 1942

The Government of India promulgated on 28-5-1942 the Food-grains (Futures and Options Prohibitions) Order, 1942, which prohibits any one save with the permission of the Central Government from entering into any "futures in foodgrain" or pay or receive, or agree to pay or receive, any margin in connection with any such futures, or from entering into any options in foodgrain. The Order also prohibits any one from permitting his premises being made use of for concluding any futures or options with regard to food grains.

(Notification No. Econ. Ad. (P.C.) 7/41 (A) dated 28-5-1942: The Gazette of India Extraordinary, dated 28-5-1942, pages 711 to 712.) ✓

Price Control

Control of Hotels in Bombay ✓

1942 The Government of Bombay issued an order during the middle of May under the Defence of India Rules for the control of hotels and lodging houses. It ~~will~~ comes into force with immediate effect in Bombay City, Lonavla and Khandala and may be extended to other places by notification. The Controller, appointed under the Order, is authorised to inquire into complaints of excessive charges in hotels or lodging houses and to fix a fair rate. A charge in excess of the fair rate fixed is not allowed and the management of a hotel or lodging house is required to put up a list of approved rates.

(The Times of India, 19-5-1942.) ✓

Industrial Disputes

30

Curb on Strikes and Lock-outs: Central Government Amends Section 81-A of Defence of India Rules. ✓

The Government of India has gazetted a notification to amend Sec. 81A (1) (vide pages 14 to 16 of our January 1942 report) of the Defence of India Rules. The amended section empowers the Central Government to issue general or special orders to make provision:

- (a) for prohibiting, subject to the provisions of the order, a strike or lock-out in connection with any trade dispute;
- (b) for requiring employers to observe for such period as may be specified in the order such terms and conditions of employment as may be determined in accordance with the order;
- (c) for referring any trade dispute for conciliation or adjudication in the manner provided in the order;
- (d) for enforcing for such period as may be specified in the order the decisions of the authority to which a trade dispute has been referred for adjudication;
- (e) for any incidental and supplementary matters which appear to the Central Government necessary or expedient for the purposes of the order;

Provided that no order made under clause (b) -

- (i) shall require an employer to observe terms and conditions of employment less favourable to the workmen than those existing in the undertaking any time within three months preceding the date of the order;
- (ii) where a trade dispute is referred to adjudication under clause (c), shall be enforced after the decision of the adjudicating authority is announced by, or with the consent of the Central Government."

(The Gazette of India, Part I, dated 23-5-1942, page 905).

Post-war Reconstruction

Post-war Reconstruction Committee: Meeting held on 22-5-1942.

The Post-war Reconstruction Committee (trade, international trade policy and agricultural policy) which was recently constituted, met in New Delhi on 22-5-1942, Sir Alan Lloyd, Commerce Secretary, presiding. Thirty members, out of 32, attended the meeting; Sir Jeremy Raisman, Finance Member, was also present. The meeting, it is learned, considered the question of prescribing conditions for the payment of the Government's contribution under the Excess Profits Tax compulsory saving scheme for developing industries. The meeting made several suggestions, which will now be considered by the Government and final decisions reached.

(The Statesman, 24-5-1942.) ✓

31

Post-war Reconstruction in India:
Views of the Millowners' Association, Bombay.

Reference was made at pages 35 to 37 of our June 1941 report to the setting up by the Government of India of a Post-war Reconstruction Committee to consider the problem of transition from a war time to a peace time economy and to prepare such plans as might be considered desirable. This Committee was subsequently divided into the following five groups: (1) Labour and demobilisation, (2) Disposals and Contracts, (3) Public Works and Government purchases, (4) Trade, International trade policy and Agricultural developments, and (5) Co-ordination. A Consultative Committee of economists was also appointed to help the Committee in their work.

Though the main question of post-war reconstruction was thus to be considered by the Government of India, it would appear that the matter was also referred to the Provincial Governments. The Government of Bombay accordingly informed the Millowners' Association, Bombay, that it proposed to convene a conference of officials and non-officials representing the commercial and industrial interests of Bombay for an informal and preliminary discussion on the problems connected with post-war reconstruction. In a note outlining the points for discussion at the conference, the Government observed that the Province of Bombay was likely to feel the shock of change-over from war to peace time economy more than the less industrialised provinces, and though no effective consideration of the industrial problem could be made until the Government of India had declared its own policy, especially its future tariff policy, it would, in the meanwhile, be helpful if representatives of the commercial and industrial interests of Bombay would give any views and suggestions, especially with regard to the probable conditions in urban ~~as~~ industries and the effects on urban labour at the end of the war and during the period of transition to a peace-time organisation. In the opinion of Government, it was clear that the cessation of war orders might cause unemployment of labour and that the transition to utilising industries now employed on war orders for production for peace purposes might require considerable time and some dislocation of trade and business. This might mean an influx of labour from ~~the~~ industry, especially from the Munition and Ordnance factories, back to the villages, with a resultant surplus of agricultural labour and local distress in the rural areas of the Province. The Government of Bombay thought that it might perhaps be advantageous for industrial and commercial organisations now to start consideration of possible post-war problems and advise them both as to what information it would be desirable now to collect in order to help consideration of the problem and as to any legislative or administrative measures which they might undertake in order to assist the process of transition.

The conference met on 10-2-1942. As a result of the discussions which took place at the conference, the Government of Bombay invited the views of the commercial and industrial organisations on the desirability of considering at this stage the short-term post-war problems likely to arise in the Province of Bombay on account of the change-over from a war time to a peace time industrial economy and the measures which might be taken to tide over the possible dislocation of industry and labour. The matter was considered by the Committee of the Millowners' Association, Bombay, which felt that the Government's energies should, for the time being, be solely directed to the all-important object of seeing the war through. There was no indication

32

at present as to the nature and extent of reconstruction which would be necessary after the war, or the extent to which the country's finances would be strained during the war, and it was, therefore, suggested that these ~~aspects~~ might be gone into when the end of the war was in sight.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, for April 1942.)

Production

Expansion of Steel Production in India. ✓

The Government of India, says a Press note issued by it recently, is giving all possible aid to a scheme for expanding India's production of finished steel by a further 300,000 tons per annum. The expansion will be effected by increasing the steel ingot capacity of an existing factory by some 400,000 tons per year. There is a sufficient surplus of pig iron capacity in the country, so no difficulty is apprehended in meeting the additional demand for pig iron required for increasing the output of steel ingots. The firm responsible for the scheme will finance it themselves, and their estimated outlay is Rs. 6.7 million. Measures to import the necessary plant and equipment are already in hand, and every effort is being made to launch the scheme as speedily as possible. It is estimated that when this and other expansion schemes already in hand are all completed, India's output of finished steel will be more than double the peacetime figure. The possibility of evolving indigenous substitutes for ~~tinned~~ plate, especially for use in munitions factories, has been engaging the attention of the Ordnance Factories Directorate of the Supply Department. As a result of recent investigations it has been decided that jute fabric treated with shellac will henceforth be used for making cylinders for holding shell cartridges, which had hitherto been made of ~~tinned~~ plate. Both jute and shellac being readily available in large quantities, it is expected that the use of shellac treated jute may play an important part in future substitutes.

(The Statesman, 30-5-1942.) ✓

Increased Production of Power-Alcohol as Motor Fuel ✓

In view of the present war situation, it is becoming increasingly necessary to augment the existing supplies of motor spirit by the domestic production of rectified spirit and power alcohol from surplus molasses, according to a communiqué issued by the Government of India. The Government of India understands that, while the plant necessary for the manufacture of rectified spirits can be produced in this country, plants for the production of power alcohol have to be imported from the United States of America. The Government is prepared to give all possible assistance in obtaining priorities for the supply and shipment of power alcohol plants to individuals and firms in India interested in the speedy production of ~~power alcohol~~ power alcohol from molasses.

(The Hindustan Times, 18-5-1942.) ✓

Development of Mineral Resources:
Utilisation Branch of Geological Survey of India established. ✓

The decision of the Government of India to establish a Utilisation Branch of the Geological Survey marks an important stage in the development of India's mineral resources, says a Press note recently issued by the Government of India. The work of the Geological Survey consisted only in the discovery of mineral resources; it will now, by the formation of the utilisation branch, be able to carry the work a stage further and show the ways in which the less well-known of India's mineral resources can be utilised to the full. The country is being searched for minerals essential for war purposes and deposits which have not been visited for many years are now being re-examined. This new branch, estimated to cost Rs. 1.2 million in 1942-43, will provide the link between the possibilities envisaged in data provided in a Geological Survey report and the stage of commercial development. It will demonstrate the practicability of commercially establishing the production of minerals, ores, metals, etc., which have not previously been fully utilised in India. The ~~exploratory~~ exploratory work already done by the Geological Survey shows that the newly-formed utilisation branch will in time lead to the fullest possible utilisation of India's mineral wealth. Although this organisation has been set up to explore India's war potential in minerals, it will also make an important contribution to India's post-war potential, and may well become a permanent part of the Geological Survey of India.

(The Statesman, 16-5-1942.) ✓,

Preliminary Report of American Technical Mission ✓

The American Technical Mission, headed by Dr. Henry Grady, which arrived in India in the middle of April 1942, submitted on 22-5-1942 a preliminary report to the Viceroy. The object of the Mission, sent out by the Government of the U.S.A., was to devise ways and means of speeding up the war production programme of India so that India's production may become of greater value to the United Nations. Soon after its arrival in India, the Mission conferred with the Government of India and the leading industrialists, and later toured the principal production centres of India to obtain first-hand knowledge of Indian conditions. The main points brought out in the preliminary report submitted to the Viceroy are briefly noticed below:

Need for Speeding up Production. - The report points out that, even though war production has made a fairly good start in India, India's war effort has to be developed to a much greater extent if India is to become the arsenal of the Middle and Near East. For the fulfilment of this object, the Mission considered two kinds of help - immediate and long-term.

Immediate and Long Term Objectives. - Immediate aid included improvement of the available machinery by the removal of bottle-necks caused by shortage of machine tools and plant, and the speeding up of production by further organisation on western lines. To achieve this the Mission had already cabled to America thirty-five specific recommendations for machine tools, plant and skilled personnel, and according to a press statement made by Dr. Grady, the head of the

Mission, before he left Bombay, Washington has responded ^{satisfactorily,} splendidly, and material immediately required would reach India soon. The question of long term aid will be discussed by the Mission with President Roosevelt, the Department of State and the Board of Economic Warfare on its return to the United States. No details are given in the Preliminary report of the type of long term assistance which the Mission considers necessary, but it is presumed that it includes the despatch to India of heavy plant.

Suggestion for War Cabinet. - Various suggestions have been made by the Mission as to how India might adapt her governmental organisation to increase her war output. Though the Report has recommended no particular organisation, it is learnt that one of the suggestions is the creation of a War Cabinet which can effectively tackle the problems of supply, defence and transport on a co-ordinated basis.

Improvement of Transport & Communications. - With the strengthening of the Government organisation and the mobilisation of industry, the Mission thinks, the full conversion of peace-time production to a war-time basis may be brought about, while the shipment of tools and materials which it has requested by cable, coupled with the improvement of transport, communications and the handling of cargo at ports, will lay the groundwork for national production on a considerably augmented scale. The preliminary report therefore emphasises the possibility of extending output by improving upon the available machinery, taking steps to minimise congestion in harbours, and by increasing transport facilities. More stress has, therefore, been laid on the question of repairs.

Types and Quantities of War Material needed to be reviewed. - The Mission has asked the Government of India to review the plans of the military authorities with regard to quantities and types of war production in the ~~East~~ ^{Far East} not only for India but also for the other United Nations in this sector of the war front. With the determination of objectives based on current military planning, the Mission will then recommend to the United States Government the sending of equipment for plant extensions and for the establishment of such new plants in India as the carrying out of the programme will require.

U.S. Technicians to be sent out to India. - In order to continue in the U.S.A. the work of securing for India the things needed to make the country increasingly effective in producing materials essential to the winning of the war, the Mission will maintain for the time being its organisation in Washington. Its representative will be attached as Economic Adviser to President Roosevelt's Representative in India who will act as a liaison officer and will be in close touch with the plan for developing India's war potentialities. There will also be sent to India on the basis of the Mission's recommendations a number of technicians and production executives who, under the direction of the Government of India, will work in the various plants and thus assist them to achieve the objectives for which the Mission was sent to India.

Continuation Work. - Speaking at a press conference on 22-5-1942 on the eve of his departure from Bombay to U.S.A., Dr. Grady, the Chairman of the Mission, said that the Mission, on its return to the United States, would confer with the President, the Department of State and the Board of Economic Warfare and give a report of its survey and the recommendations it had made to the Government of India. It would also have a number of recommendations to make to the United States Government in addition to the recommendations already cabled from India. The Mission would then promptly prepare a comprehensive report

of its work in India for the Government of India and the Government of the United States. The function of the Mission, he said, was to make recommendations after investigating the ways and means by which the U. S. Government could assist India in augmenting her war production. The work of the Mission, therefore, had been directly related to the common war effort of the United Nations and was in no way connected with the post-war industrial and commercial problems of India.

(The Times of India, 22-5-1942.) ✓

Clothing

Stocking Cloth for Poorer Classes: Bengal Government to make wholesale Purchases.

It is understood that the Government of Bengal proposes to purchase several million pairs of dhotis from various mills in India in order to build a reserve for future consumption in the province. The step is being taken with a view to ensuring supplies for the province during any period of emergency. Details have not yet been settled.

(The Amrita Bazar Patrika, 13-5-1942.) ✓

Food Policy

Establishment of Eating Houses in Madras: Government promises Financial Assistance.

According to a Press Communiqué issued by the Government of Madras on 30-5-1942, the Government has had under consideration the question of the supply ~~is~~ of cooked food to the inhabitants of ~~the~~ Madras City during an emergency.. Financial assistance and various assurances have been given to the proprietors of professional eating houses. The Government also circularised a scheme for the supply of cold food packages, but it has been abandoned for lack of support. This was perhaps due to firms not requiring such assistance as they had arranged to feed their own staff. The Government suggested to all firms to start such messes now and advise their employees to patronise them. The Government, however, recognises that the poorer classes, generally speaking, cannot organise such messes. Financial assistance has been offered to public-spirited people, recommended by the Mayor's City safety Committee, who are willing to run eating houses for feeding the very poor. It is hoped that greater use will be made of this assistance. The Government have also decided to finance the salvation Army in opening three eating houses in the poorer parts of the City and volunteers of all castes and creeds will be welcome to help to run these eating houses. Hot meals at competitive prices will be provided.

(The Hindu, 31-5-1942.) ✓

War Risk Insurance

Insurance of Employees against War Injuries: Scheme under Contemplation of Government.

In addition to the War Injuries Scheme, which only provides the

minimum amount of relief to cover all classes of the population, the Government of India is reported to be contemplating the introduction of a scheme for insuring employees against war injuries, thereby bringing the total relief up to approximately the scale of compensation under the Workmen's Compensation Act. The tentative scheme on which the views of employers' organisations have been invited by Government provides for the payment of pensions and allowances to members of the public who are temporarily or permanently incapacitated by war injury from carrying on their usual occupations. Every one living on a salary or wages is covered by the scheme and the pensions and allowances are the same for all irrespective of status or income. The full rate, which is payable only in the case of total incapacity, is Rs. 20 per month for men and Rs. 16 for women. Provision is also being made for the dependents of the injured persons and to the widow and children in case of death of the wage earner.

(The Times of India, 28-5-1942.) ✓

Insurance of Immovable Property against War Risk: Bengal Enquiry.

Since the outbreak of the war, the Government of India, at different times, passed Ordinances and framed schemes under them to cover possible risks to life, limb and property that may arise out of any hostile enemy action in this country. But immovable property, other than buildings, plants and machinery of factories as defined under the Factories Act, 1934, has been hitherto excluded from the scope of these schemes. While both the Central and the Provincial Governments have recognised that it is desirable to close this gap in the existing system of war insurance schemes in the country, the practical difficulties which seem to confront ~~them~~ the application of any scheme of insurance to immovable property in general have so long prevented a close examination of the problem. In response to representations from several quarters, the Bengal Government has, however, now decided to institute an immediate detailed enquiry into the subject, and has accordingly appointed a Committee consisting of persons connected with the business of insurance and representing the interests of landholders ~~and~~ property owners of Calcutta.

Mr. D.P. Khaitan is the Chairman of the Committee, and Mr. D.L. Mazumdar, I.C.S., Additional Deputy Secretary, Commerce and Labour, the Secretary. The Committee has been requested to submit its report to the Provincial Government by the middle of ~~June~~ June 1942.

(The Amrita Bazar Patrika, 25-5-1942.) ✓

List of the the more important publications received in this Office
during May 1942. ✓

Economic Conditions.-

Report of the Department of Industries, Assam, for the year 1940-41. Shillong: Printed at the Assam Government Press. 1942. Price Rs. 1-10 or 2s.5d.

Agriculture.-

Annual Report of the Department of Agriculture, North-West Frontier Province for the year ending 30th June 1941. Printed and Published by the Manager, Government Stationery and Printing, North-West Frontier Province, Peshawar, 1942. Price Rs. 1/10/- or 2/-6.

Co-operation and Cottage Industries.-

Report on the working of the Co-operative Societies in Ajmer-Merwara for the year ending 30th June, 1941. New Delhi: Printed by the Manager, Government of India Press. 1942.

Organisation, Congresses, etc.-

- (1) The Employers' Association of Northern India, Cawnpore. Speech by L. Padampat Singhania, M.L.A., Chairman; Fifth Annual General Meeting, 28th May, 1942. The Star Press, Cawnpore.
- (2) Fifth Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1941-42. Presented to the Annual General Meeting held on 28th May, 1942. The Star Press, Cawnpore. 1942.

Social Conditions.-

- (1) Census of India, 1941. Vol. XIV. Baluchistan. Imperial, Provincial and Sample Tables. By Major E.H. Gastrell, O.B.E., Superintendent of Census Operations, Baluchistan. Published by the Manager of Publications, Delhi. Price Rs. 3-4-0 or 5s.3d.
- (2) Census of India, 1941. Vol. XV. Coorg. Tables. By D.H. Elwin, O.B.E., I.C.S., Superintendent of Census Operations, Madras. Published by the Manager of Publications, Delhi. Price Rs. 1-14-0 or 2s.9d.
- (3) Census of India, 1941. Vol. VI. Punjab. Tables. By Khan Bahadur Sheikh Fazli-i-Ilahi, P.C.S., Superintendent of Census Operations, Punjab. Published by the Manager of Publications, Delhi. Price Rs. 3-2-0 or 5s.
- (4) Census of India, 1941. Vol. X, North-West Frontier Province. Tables. By I.D. Scott, I.C.S., Superintendent of Census Operations, North-West Frontier Province. Published by the Manager of Publications, Delhi. 1942. Price Rs. 2-10-0 or 4s.3d.
- (5) Census of India, 1941. Vol. XI. Orissa. Tables. By R.C.S. Bell, I.C.S., Superintendent of Census Operations, Orissa. Published by the Manager of Publications, Delhi. 1942. Price Rs. 4-2-0 or 6s.6d.
- (6) Census of India, 1941. Vol. II. Madras. Tables. By D.H. Elwin, O.B.E., I.C.S., Superintendent of Census Operations, Madras. Published by the Manager of Publications, Delhi. 1942. Price Rs. 3-8-0.
- (7) Census of India, 1941. Vol. V. United Provinces. Tables. By B. Sahay, I.C.S., Superintendent of Census Operations, U.P. Published by the Manager of Publications, Delhi. 1942. Price Rs. 5-6-0 or 8s.6d.

Miscellaneous. -

Marketing Series No. 33. Agricultural Marketing in India. Handbook of the Quality of Indian Wool. Published by the Manager of Publications, Delhi. 1942. Price Annas 8 or 9d. ✓

C 6/2/26

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for June 1942

N.B. Each section of this report may be taken out separately.

Contents

Pages

<u>National Labour Legislation.-</u>	
<u>Government of India:</u>	
Amendment to Subsidiary Instructions under Hours of Employment Rules, 1931.	1
<u>Madras:</u>	
Proposed Extension of Payment of Wages Act.	1
<u>Mysore:</u>	
(a) The Mysore Maternity Benefit (Amendment) Bill Passed.	1
(b) The Mysore Workmen's Compensation (Amendment) Bill Passed.	1
<u>Social Policy.-</u>	
Tripartite Labour Conference to be held in August 1942; Standing Advisory Committee to be set up; Proposals of Government of India.	2
<u>Conditions of Work.-</u>	
<u>Wages:</u>	
Wage Standardisation in Indore Mills: State Government Passes Orders on Conciliator's Report.	3-4
<u>Industrial Disputes:</u>	
Industrial Disputes in British India during the quarter ending 30-9-1941.	5
<u>Holidays:</u>	
Holidays with Pay: Views of A.I.T.U.C. on Government of India's Legislative Proposals.	6
<u>Economic Conditions.-</u>	
(a) Sugar Industry of Bengal: Report of Bengal Industrial Survey Committee.	7-8
(b) Exemption from Import Duty of Soda Ash extended by One Year: Concession to Glass Industry.	8
(c) Post-War Reconstruction Suggestions: Sir M. Visvesvaraya's criticism of Government's War-time Industrial Policy.	9-10
(d) India's Role in Post-War Economy: Industrialisation and No Over-Emphasis on Agriculture: Pandit Jawaharlal Nehru's Plea.	10-11
(e) Working Class Cost of Living Index Numbers for Various Centres in India for February and March 1942.	11
<u>Social Insurance.-</u>	
Provident Fund for Industrial Workers: Views of Bombay Employers.	12-13
<u>Employment, Unemployment and Vocational Training.-</u>	
Middle-Class Unemployment in Bengal: Government decides to Suspend Enquiry.	14
<u>Migration.-</u>	
Modification of Ceylon Labour Ban under Contemplation.	15

<u>Professional Workers, Salaried Employees and Public Servants.-</u>	
Recruitment to Indian State-Managed Railways: Recruiting Commission for N.W. Railway set up for 2 years: Government of India's Orders on D'Souza Report.	16
<u>Organisation, Congresses, etc.-</u>	
<u>Employers' Organisations:</u>	
Organisation of Mills in C.P. and Berar.	17-18
<u>Workers' Organisations:</u>	
(a) Recognition of Trade Unions: Views of A.I.T.U.C.	19-20
(b) Recognition of Trade Unions: Views of Employers.	20-22
(c) <i>Membership Shrug of Indian Federation of Labour</i>	22
<u>Social Conditions.-</u>	
Vagrants' Home in Bengal: Financial Aspect of Scheme.	23
<u>Public Health.-</u>	
Government Grant to Municipalities for Public Health Schemes: Bombay Scheme.	24
<u>Education.-</u>	
Progress of Adult Education in Bombay, 1941-42.	25
<u>Social Policy in War Time.-</u>	
<u>Wages:</u>	
(a) Extension of Dearness Allowance Scale fixed by Millowners' Association, Bombay.	26
(b) Increased Dearness Allowance to Low-paid Government Servants in Madras.	26
(c) Cheap Grain for Low-paid Municipal Employees in Delhi.	26
(d) Government of India's Scheme to Collect Retail Price Statistics: Meeting of Advisory Committee, New Delhi, 1-7-1942.	
<u>Control Measures:</u>	
(a) Assam Coal Distribution (Lakhimpur) Order, 1942.	28
(b) Sugar Control Order, 1942.	28
(c) Bihar Early Closing of Shops Order, 1942.	28
<u>Price Control:</u>	
Appointment of Inspectors of Prices in Industrial Areas in Bengal.	28-29
<u>Employment:</u>	
(a) Orissa Essential Services Regulation of Wages and Conditions of Service Rules, 1942.	29
(b) Mysore Essential Services (Maintenance) Bill, 1942.	29
(c) Civil Pioneer Force for India: Disciplined Corps of Workmen for War Construction Work.	29-30
(d) Employment for Indian Evacuees: Registration Offices opened in Provinces.	30
<u>Production:</u>	
(a) Production of Machine Tools: Government Scheme for Assistance.	31-32
(b) Internal Combustion Engines: Possibility of Production in India Reported.	32
(c) Action on American Technical Mission's Report: War Resources Committee for India set up.	32
(d) Stimulation of Small-Scale Industries for War Purposes: Plan for grant of State-Aid.	33

Production: (continued)

- (e) Alternative Fuel to Petrol for Road Transport: Manufacture of Power Alcohol. 33-34
(f) Indian Manufacture of Small Tools: New Expansion Scheme. 34

Rationing:

The Tyre Rationing Order, 1942. 34-35

War Risk Insurance:

- (a) Insurance of Immoveable Property against War Risks: Bombay Government examines Scheme. 35
(b) Clarification of Insurable Value of Factories under War Risks (Factories) Insurance ordinance. 35-36

Industrial Health and Safety:

Protection of Factories in War Time: Bengal Government's Measures. 36

Seamen:

Amenities for Indian Seamen: Contribution from War Purposes Fund. 36-37

4. GENERAL.-

Expansion of the Viceroy's Executive Council: Dr. Ambedkar succeeds Sir Firozkhan Noon as Labour Member. 38

5. List of the more important publications received in this Office during June 1942. 39

Government of India.-

Amendment to Subsidiary Instructions under Hours of
Employment Rules, 1931.

The Government of India has gazetted an amendment to the subsidiary instructions ~~to~~ sections 71A and 71H of the Indian Railways Act, 1931. The new provision is to the effect that, in the case of essentially intermittent workers, the time spent in travelling between their headquarters and any other station at which they may be deputed for duty shall be included as hours of employment up to a limit of 35 hours in a week, any time in excess of 35 hours in a week being excluded.

(The Gazette of India, Part I,
dated 13-6-1942, page 1047).+

Madras.-

Proposed Extension of Payment of Wages Act.

The Madras Government proposes extending the operation of the Payment of Wages Act to the payment of wages to all classes of persons employed in industrial establishments within the meaning of section 2 (ii) (f) which have been or may be declared to be factories under section 5 of the Factories Act. The proposal is to be taken into consideration by 15-9-1942.

(The Fort St. George Gazette
Part I, dated 30-6-1942,
page 675.)+

Mysore.-

The Mysore Maternity Benefit (Amendment) Bill Passed.

On 4-6-1942, the Mysore Maternity Benefit (Amendment) Bill which seeks to extend the benefits of the Mysore Maternity Benefit Act, 1937, to women employed in mines, was introduced by the Development Secretary, Mysore State, in the State Representative Assembly. The Bill was passed by the House the same day.

(The Hindu, 6-6-1942.)+

Mysore.-

The Mysore Workmen's Compensation (Amendment) Bill Passed.

On 4-6-1942 the Mysore Representative Legislative Assembly passed the Mysore Workmen's Compensation (Amendment) Bill which amends Section 4 (I) D of the Workmen's Compensation Act, 1929, so as to provide for payment of compensation, as from the date of injury, to persons who suffer injuries resulting in temporary disablement for a period exceeding seven days.

(The Hindu, 6-6-1942.) ✓+

Tripartite Labour Conference to be held in August 1942:
standing Advisory Committee to be set up:
Proposals of Government of India. ✓

In order to secure greater collaboration between employers, labour and the State, the Government of India proposes to hold a plenary conference of all these interests in Delhi on 7 and 8-8-1942. The conference is expected to set up a standing advisory committee consisting of representatives of labour, employers, provincial Governments, Indian States and the Government of India for the purpose of advising the Government on various labour problems. The function of both the conference and the proposed committee will be purely advisory.

Plenary Conference and Standing Advisory Committee.- Full collaboration between the Government, employers and workers, in the opinion of the Central Government, is a necessity. Some provincial Governments have developed or are considering methods of joint consultation. The Government of India feels that there is urgent need for some collaborative organisation at the Centre which could be called together fairly easily and whose advice would be available to the Government of India on subjects having India-wide importance. The Central Government thinks that such collaborative machinery might be developed along with the tripartite conference. According to the Central Government, it will be clearly impossible ~~that~~ the conference, which must necessarily be a large one, ~~can~~ be called together often enough to be able to serve by itself the object aimed at. It therefore points out that if the conference were brought into being as a plenary one to meet once or twice a year, it would be suitable for the conference to nominate a standing advisory committee on labour matters with powers to co-opt additional members.

Composition of Plenary Conference.- The plenary conference will, it is suggested, be composed of three representatives of the Central Government, one representative from each province with one adviser each, one representative from each of the larger States and of the Chamber of Princes, with one adviser each, four representatives each of the All-India Trade Union Congress and the Indian Federation of Labour, with one adviser for each of the delegations, one representative from any other trade union representing in the opinion of the Central Government more than 50,000 workers and not affiliated to either the Trade Union Congress or the Federation, and four representatives each of the two main employers' associations, with one adviser for each of the delegations. The Labour Member of the Government of India will be the chairman of the conference.

Composition of Standing ~~and~~ Advisory Committee.- The standing advisory committee will be composed of the Labour Member (ex-officio chairman), two representatives of provinces, two representatives of States, four representatives of employers, and four representatives of employees.

(The Statesman, 18-6-1942.) ✓

CONDITIONS OF WORK

Wages

Wage standardisation in Indore Mills: state Government Passes Orders on Conciliator's Report. ✓

The Government of Indore State recently appointed Captain H.C. Dhanda, the Commerce Member of the State, to conduct an enquiry in regard to standardisation of wages in the textile mills in Indore and other matters connected therewith. The Government has recently passed orders on the report; the following are the main features of the Government's decisions.

Wages of Weavers.- With effect from 1-4-1942, the wage of a 2-loom weaver in all the mills except the Rai Bahadur Kanhaiyalal Bhandari Mill is to be standardised at Rs. 38 for 26 working days on 76 per cent. efficiency on the weighted average reed space on the basis of the weighted average revolutions per minute of the looms in all the Mills. The allowances for dobbie work, etc., are to be made on the basis suggested by the Bombay Textile Labour Enquiry Committee for Bombay in its Report subject to such changes in it as may be mutually agreed to by both sides or as may be settled by Government by arbitration;

The present rates for weaving 'daries' and blankets will remain unaffected and weavers working on these shall not come under the new standard. As their net earnings, however, will be depressed as a result of the revision in the method of calculating dearness allowance as approved under item (4) of the order, they will receive a compensatory rise of $6\frac{3}{4}$ per cent. on their basic wage rates;

In view of the particularly low level of efficiency in the industry at present, in which substantial improvement is normally expected only in due course, as a result, inter alia, of the new arrangement placing the industry and the operative as a whole on a firmer footing, it is considered desirable in the interest of giving the new scheme a fair chance that, pending such improvement in production and earnings generally, all the mills except the Rai Bahadur Kanhaiyalal Bhandari Mill should guarantee the payment to weavers on all sorts at a rate which will be $6\frac{3}{4}$ per cent. higher than the current rates for such sorts. This guarantee should be in force in the first instance for a period of six months with effect from 1-4-1942, after which Government will decide whether there is need or justification for extending or discontinuing it.

Wages of other Operatives.- With effect from 1-4-1942, except in the case of Rai Bahadur Kanhaiyalal Bhandari Mill, wages of operatives other than weavers in such occupations as have been mentioned in the list given in the ~~III~~ Bombay Labour Enquiry Report II at pages 134-138 should be fixed as follows: The average of wages paid in these different occupations in each mill should be taken for the year 1941, excepting the months of April and May which were affected by a strike. With this as the basis for each occupation, the average will then be drawn by taking into account the actual average wages being paid in that occupation in different mills and these average rates shall be made the minimum basic rates for each occupation in all the mills below which in future no mill will go irrespective of the period for which the rest of the settlement will be effective. Mills paying lower than these rates will step up to these rates. Those paying higher rates than this will continue to pay the existing higher rates. In both cases there should be a further $6\frac{3}{4}$ per cent. rise above the new minimum and on the existing rates higher than the minimum and the rates thus

arrived at should be adopted as the prevailing rates in each mill.

Period for which new Rates are to be in Force.- The basic rates as approved above are to remain in force from 1-4-1942 to 30-9-1944, after which it would be open to either the Millowners or the operatives to demand a revision in them in the event of circumstances, including the condition of the industry during 1942 and 1943, justifying such a revision. Failing conciliation between the millowners and the operatives in regard to either a demand for increase or decrease, both sides should seek arbitration by Government.

Dearness Allowance.- With effect from 1-4-1942, instead of paying the dearness allowance on the present basis of 0-3-3 per rupee on the basic wages, it is to be paid on the following basis: The weighted average earning per worker shall be calculated for all the mills excepting the Rai Bahadur Kanhaiyalal Bhandari Mill on the basis of the basic wages as calculated after standardisation of weavers' wages and on the revision of the other operatives' wages. Upon this average, ~~dearness~~ dearness shall be calculated at the rate of 0-3-3 per rupee. This amount should be paid to each operative irrespective of his basic wage. The dearness allowance at this rate is to continue until future rise and fall necessitate variations in the rate.

Wages in R.B. Kanhaiyalal Bhandari Mill.- In the Rai Bahadur Kanhaiyalal Bhandari Mill (a) a rise of 15 per cent. is to be granted in the basic wage at present paid to the weavers; (b) in the case of wages of operatives other than weavers a total maximum increase of 12 1/2 per cent. is to be made in a graduated manner so that operatives getting lower wages get a higher rate of increase and those getting higher wages, comparatively, lower rate of increase, subject to the condition, among others, that the total rise in all these occupations may not be more than 12 1/2 per cent. over the present wage bill for these occupations. Dearness allowance in this mill is, during the period of the war, to be paid on the same basis and in the same manner as the other mills.

(Federal India and Indian States, Bangalore, 24-6-1942.) ✓ +

Industrial Disputes

Industrial Disputes in British India during the quarter ending 30-9-1941. ✓

According to a Press Note on industrial disputes in British India during the quarter ending 30-9-1941, recently issued by the Department of Labour, Government of India, the total number of disputes during the period was 78, involving 108,820 workers and entailing a loss of 1,184,919 working days, as against 121 disputes involving 64,475 workers and entailing a loss of 1,225,240 working days in the second quarter of 1941.

Provincial Distribution.- During the period under review, there were 24 disputes in Bombay, involving 91,182 workers and entailing a loss of 1,01,084 working days. Next come Bengal with 22 disputes involving 36,997 workers, and entailing a loss of 281,705 working days; the United Provinces with 7 disputes involving 29,753 workers and entailing a loss of 268,433 working days; C.P. and Berar and Madras with 6 disputes each involving 3,317 and 15,223 workers and entailing losses of 44,998 and 317,894 working days respectively; the Punjab with 4 disputes involving 795 workers and entailing a loss of 17,665 working days; Assam with 3 disputes involving 950 workers and entailing a loss of 1,063 working days; Bihar and Delhi with 2 disputes each involving 2,422 and 2,200 workers and entailing losses of 17,125 and 10,600 working days respectively; and Ajmer-Merwara and Sind with 1 dispute each involving 7,983 and 98 workers and entailing losses of 124,303 and 49 working days respectively.

Classification by Industries.- Classified according to industries, there were 34 disputes in cotton, woollen and silk mills involving 61,443 workers and entailing a loss of 661,919 working days; 3 each in jute mills and engineering workshops involving 21,904 and 309 workers and entailing losses of 212,017 and 1,449 working days; 2 in railways including railway workshops involving 9,583 workers and entailing a loss of 143,503 working days; and 1 in mines involving 922 workers and entailing a loss of 14,125 working days. In all other industries together, there were 35 disputes involving 14,659 workers and entailing a loss of 151,906 working days.

Causes and Results of Strikes.- Of the 78 strikes, 50 were due to questions of wages, 9 due to questions of personnel, 5 to questions of bonus, 4 to disputes about leave and hours, and 10 to other causes. In 17 disputes the workers were fully successful, in 24 partially successful and in 31 unsuccessful. 6 disputes were in progress on 30-9-1941. ✓ +

Holidays

Holidays With Pay:

Views of A.I.T.U.C. on Government of India's Legislative Proposals. ✓

Reference was made at page 1 of our May 1942 report to the draft Bill prepared and circulated for opinion by the Government of India regarding holidays with pay for industrial workers. The General Secretary, All-India Trade Union Congress (Mr. N.M. Joshi), in his reply to the Government of India, makes the following comments on behalf of the Working Committee of the A.I.T.U.C. on the provisions of the Bill:

Legislation should cover more Categories.- While welcoming the move, the Working Committee suggests that a separate piece of legislation instead of the proposed amendment of the Factories Act, 1934, would have been more advisable. As regards the actual proposals, the Working Committee suggests that paid holidays should be given not only to non-seasonal factory workers, but also to as many other categories of work-people as possible; at least to workers in all organised industries, such as mines, plantations and others. The claims of these workers cannot on any account be excluded or disregarded. "Information published by the International Labour Office", Mr. Joshi says, "shows that up to 1935, in 22 countries the statutory regulations regarding paid holidays covered all categories of work-people, ~~as~~ manual and clerical."

Limitations on Grant of Holidays.- A provision of the Bill proposes that a worker will be obliged to forgo his privilege of paid holidays in the event of "involuntary unemployment" exceeding one month. The Working Committee thinks that this provision is very unfair to the worker. He must not be made to suffer if his employer fails to keep him employed. At any rate he must get a proportionate number of days as paid holidays even if he is kept out of employment by his employer for a time longer than one month. The principle of giving a proportionate number of paid holidays should also be made applicable in the case of workers who have not been able to put in a year's continuous service. They should be entitled to not less than one paid holiday for each completed month of service. This leads to the question of the total annual number of paid holidays.

Insufficiency of 7 Paid Holidays per year.- The Working Committee feels that a period of 7 paid holidays per year is much too small and cannot be expected to achieve, to any appreciable extent, the principal objects with which the Bill is introduced. The object admittedly is to provide the worker with opportunities to relieve the monotony of his daily toil and recoup his health. This object is not likely to be achieved in India unless the period is continuous and sufficiently long. The period, therefore, should not be less than two weeks at a stretch. Only in exceptional cases should it be allowed to be divided into two periods of one week each.

(The Trade Union Record, Bombay,
June 1942 issue). ✓

ECONOMIC CONDITIONS

Sugar Industry of Bengal: Report of Bengal Industrial Survey Committee.

The Bengal Industrial Survey Committee appointed by the Government of Bengal recently submitted a detailed report on the sugar industry in Bengal. The enquiry was entrusted to a Sub-Committee representing industrial and growers' interests and consisting of official and non-official technical experts. The Sub-Committee submitted its report with only one dissentient, which was then considered by the Bengal Industrial Survey Committee.

Terms of Reference.- The terms of reference to the Committee were:- To consider the position in regard to the production and supply of sugarcane in Bengal as well as the manufacture of sugar and sugar bye-products and to make recommendations with a view to an adequate supply of sugarcane of good quality at prices fair both to the growers as well as to the manufacturers, and the marketing of sugar and sugar bye-products so as to secure a fair and reasonable profit to the manufactures.

Committee's Report: Possibilities of Sugar Production.- After examining the existing position of sugar industry in Bengal, the Committee find that the potentialities of this province for the development of this industry are quite promising and are not in any way inferior to those of any other province in India. It is also found that provinces like the United Provinces and Bihar, where the industry has achieved notable progress, do not possess decidedly better geographical advantages in comparison with Bengal.

Recommendations.- The following are some of the important findings and recommendations of the Committee:-

1. Need for Better Transport Facilities and Control.- The unsatisfactory condition of the present cane supply in the case of some of the mills in Bengal is a cumulative and combined effect of a number of causes, viz., short crushing period of the Bengal mills, absence of suitable varieties of cane (early and late) and absence of necessary sense of confidence and security on the part of the cultivators with regard to the disposal of their cane, etc. Since attractive prices may move the cane crops to the areas proximate to the mills, the problem of inadequate supply to mills should be tackled by the improvement of transport facilities and by the initiation of a scheme of price control.

2. Provincial Sugar Board suggested.- Since the sugar industry is progressive and its problems are likely to change their complexion from year to year in the light of new developments and sometimes during the same crushing season according to exigencies which it is not possible to foresee, there should be constituted a broad-based and comprehensive Provincial Sugar Board to advise the Provincial Government and the interests concerned as to the methods of dealing with every situation. The Board should be constituted with 16 members consisting of the representatives of growers, industrialists and traders and also of official and non-official experts. The Minister in Charge of Agricultural and Industrial Department will be the ex-officio Chairman.

8

In order to facilitate the discharge of the various functions of the Sugar Board representative local Advisory Bodies may be set up.

3. Price of Sugar Cane.- Methods of weighment of cane by the mills are looked upon by cultivators with misgivings. The Provincial Sugar Board should investigate this problem in greater detail, and, if necessary, special legislative measures may have to be undertaken to the effect that mills shall purchase sugarcane either direct or through co-operative societies, licensed purchasing agents or licensed contractors, and that it will be a punishable offence to purchase or sell cane or to make payments therefor except on the basis of a standard weight. A fair price of the sugarcane should bear relationship to the cost of cultivation of cane and the price of sugar, and Bengal mills should take into consideration the price of sugar in determining their purchase price of cane. The conflicting considerations involved in the price factors may be reconciled, if, at least as an interim measure, the determination of proper prices of cane to be paid to cultivators from year to year according to crop conditions and the prospects of the sugar industry in the province, is entrusted to an agency capable of taking detached and comprehensive view. Any machinery for regulating cane prices in Bengal should be maintained on a fairly elastic basis.

4. Development of By-products.- The possibilities of developing by-products of sugar industry in Bengal are indeed promising, but have not yet been exploited to any extent.

(Press Note dated 27-6-1942 issued by the Director of Public Information, Bengal). ✓

Exemption from Import Duty of Soda Ash extended by One Year:
Concession to Glass Industry.

In June 1935 the Government of India announced its decision to exempt from import duty soda ash used for the manufacture of glass. This concession was granted with a view to affording some measure of relief to the Indian glass industry and was sanctioned for a period of three years in the first instance. The expectation that the assistance thus given would lead to the development of indigenous production of soda ash on a commercial scale was not realised during this period, but as there still existed prospects of such development, the concession was twice extended, on each occasion for a period of two years, and is now due to expire on 22-6-1942. Although considerable progress has now been made by certain industrial concerns with their schemes for the production of soda ash, it will be some time yet before they go into actual production. The Government of India has accordingly decided to extend the existing concession to the glass industry for a further period.

(The Gazette of India, Part I, dated 6-6-1942, page 984.) ✓

9

Post-War Reconstruction Suggestions:
Sir M. Visvesvaraya's criticism of Government's War-time Industrial Policy.

In his presidential address at the first quarterly meeting for 1942-43 of the Central Committee of the All-India Manufacturers' Organisation held at Bombay on 21-6-1942, Sir M. Visvesvaraya, President of the Organisation, reviewed the industrial and economic policy of the Government of India, criticised it for its neglect of Indian national interests and outlined a plan of post-war reconstruction for India. The following is a summary of the more salient points brought out in the address:-

Neglect of Indian Industrial Interests.- Sir M. Visvesvaraya pointed out that the one circumstance which differentiates India from countries like Canada or Australia is that in the latter countries leading industrialists and public men control policies and plans; while in India, Government is taking upon itself full responsibility to do things without consulting the wishes or ^{the} interests of the taxpayer. Referring to the recommendations for the establishment of a War Cabinet, the separation of production and supply departments and the establishment of a new production department with an independent head ~~made in the American Technical Mission's report~~ (vide pages 33-35 of May, 1942, report) and the Government of India's views on the report, he said that not many progressive Indian industrialists would agree with the Government's views. According to him, if industrialists in this country were slow and apathetic, it was due to the defeatist mentality they have imbibed owing to Government not taking them into their confidence, and owing to the delays and discouragement which have been their lot in their efforts to advance the cause of Indian industries. He pointed out that in the three belligerent countries associated with the Allies, namely, the United States of America, Canada and Australia, orders for heavy machinery and war material required during the war, both for Great Britain and the country concerned, were placed with local industrial firms in the respective countries, but such good fortune did not come to Indian industrialists. The textile industry, a number of smaller industries and some petty chemical industries have benefited by war orders but, just as the Indian element is entirely absent in the higher ranks of the Army, Navy and Air Force services, so heavy industries have been excluded from the orders placed with Indian industrialists of firms. Unlike the practice followed in the ~~Sominions~~, all matters in this connection are treated with extreme secrecy. In spite of war opportunity, Indian steel production remained practically where it was before the war, that is at about 1¼ million tons a year. He said that there was a similar tale to tell regarding the attempt to manufacture automobiles in India. Government has been opposing this even after satisfactory arrangements had been made for its establishment by private parties. The total amount of war orders placed in India both by the Government of India and the British Government comes to about Rs. 3,000 million, whereas it is recorded that in Canada the value of similar orders placed with Canadian firms by the Canadian and British Governments

since the commencement of the war has amounted to over Rs. 11,000 million. India, he pointed out, had to be content with industries connected with the feeding and clothing of the troops, but it was not entrusted with the production of military equipment and war armaments in which Indian engineers and workmen could have acquired practice, capacity and skill.

Post-War Industrial Scheme.- Outlining a scheme for post-war reconstruction, he said, that at the end of the war it would be necessary to launch industrial schemes involving an outlay of Rs. 1,000 million or more on a five-year plan. This sum was not large considering the vast resources of the country and the enormous size of its population. Canada, which has a population of only 3 per cent. of that of India, had already developed industries in which over Rs. 11,000 million of capital has been invested. For want of official statistics such as are maintained in Canada, the corresponding expenditure in India is not known. It is perhaps less than Rs. 8000 million.

American Technical Mission's reports.- Dealing with the American Technical Mission's report, he pointed out that the recommendations of the Mission had reference only to war work. The Mission had not taken any notice either of post-war requirements or deficiencies in peace time industrial practices; its full report will be awaited with interest.

(The Bombay Chronicle, 23-6-1942, and the National Call, 22-6-1942.)*

India's Role in Post-War Economy:
Industrialisation and No Over-Emphasis on Agriculture:
Pandit Jawaharlal Nehru's Plea.

That danger lurks in the Anglo-American Trade Agreement, the text of which has not yet been released in India, that the operations of the United Kingdom Commercial Corporation constitute not only a scandal but a menace to Indian export trade, that the Grady Mission's (American Technical Mission's) recommendations seek to reduce India to the position of a raw material providing agricultural colony, was the view expressed by Pandit Jawaharlal Nehru, in a special interview to the foreign press on 24-6-1942, reviewing the war-time and post-war reconstruction programme of Great Britain and the United States of America.

Retention of Britain's Foreign Markets.- Pandit Nehru, who is Chairman of the National Planning Committee, pointed out in the interview: "One aspect of the post-war world has not been lost sight of by British interests - this is the retention of their foreign markets especially Indian markets for British goods. The Eastern Group Supply Council, it is well known, took special care not to encourage any industry in India which might come into conflict with British industry after the war. The Government of India, even ignoring the necessities of war, have discouraged the growth of basic Indian industries. The policy appears to be, as a whole, to

retain India as an agricultural country producing raw materials."

India's Industrialisation a Vital Need.- "India does not lack anything for rapid industrial development and only such development can solve India's problems and raise the standard of living. It is difficult to judge the Grady Report without seeing it in full, but certain hints in it seem to emphasise that the production of raw materials would be the special function of India. Also, we should rather concentrate on repair shops and not on big production plants. With this, I am sure, Indians will not agree. We are not going to accept a colonial agricultural position."

Anglo-American Treaty.- "The recent Anglo-American Trade Agreement contains many fine phrases, but looking at it from the point of view of India, danger lurks in it. Again there is a tendency to divide the world into an industrial and manufacturing group on the one side and a group of primary raw material producers on the other. Presumably, India is in the latter group. Secondly, it appears the U.S.A. seeks concessions from England at the expense of other countries. We know from past experience that India has often to pay and bear the burden whenever it is of advantage to Britain. Public opinion must be alive to all these dangers and it must be made clear that on no account is India going to accept the kind of treatment she got after the last war. How the Lease-Lend Act is applied to India now must be clarified and we must know exactly where we stand in regard to it."

(The Hindu, 24-6-1942.)+

Working Class Cost of Living Index Numbers for Various Centres in India for February and March 1942.

The index numbers of the cost of living for working classes in various centres of India registered the following changes during February and March 1942 as compared with the preceding month:-

<u>Name of Centre</u>	<u>Base=100</u>	<u>January</u>	<u>February</u>	<u>March</u>
		<u>1942</u>	<u>1942</u>	<u>1942</u>
Bombay	Year ending June, 1934	137	135	137
Ahmedabad	Year ending July 1927	95	94	96
Sholapur	Year ending Jan. 1928	96	93	96
Nagpur	January 1927	88	86	85
Ludhiana	1933-35			
Cawnpore	August 1939	145	144	150
Patna	(Average cost of living for five years preceding 1914)	139	141	150
Jamshedpur	Ditto	144	138	140
Jharia	Ditto	144	144	150
Madras	Year ending June 1936	117	115	115
Madura	Year ending June 1936	110	110	111
Coimbatore	Year ending June 1936	118	114	

(Monthly Survey of Business Conditions in India, February and March, 1942) +

SOCIAL INSURANCE

12

Provident Fund for Industrial Workers: Views of Bombay Employers. ✓

The question of Provident fund for industrial workers was one of the subjects discussed at the Third Conference of Labour Ministers held in Delhi in January 1942. The main principles as envisaged by the Conference, which provident fund schemes should provide were:- (i) that any fund should be constituted by the joint contributions of the employer and the employee, which should be equal; (ii) that employees with at least one year's continuous service only might be eligible to subscribe; (iii) that the worker should be liable to lose the employer's share of the contributions, if he was dismissed for any act of misconduct on his part; or to lose such share in part or in whole if he resigned within a short period of joining the fund; (iv) that withdrawals from the fund should be subjected to strict control; and (v) that the fund should be invested in some form of Government securities and, in any case, outside the particular undertaking. Industrial interests in the country were recently invited to express their views on the question; the views expressed by the Millowners' Association, Bombay, the Bombay Chamber of Commerce and the Indian Merchants' Chamber, Bombay, are given below:-

Views of the Millowners' Association, Bombay.- The Committee of the Millowners' Association, Bombay, was in agreement with the ~~conclusion reached at the conference that the introduction of provident fund schemes should not be made compulsory.~~ It felt that the extension of existing schemes or their introduction in mills where they were not in existence at present should be left entirely to the mill management after ascertaining the wishes of the workers concerned. The conditions in the Bombay cotton textile industry at present were far from normal. A very large proportion of the permanent labour force had already left the city and their position had been temporarily taken up by substitutes. There was, therefore, a good deal of uncertainty as to how long the latter would stick to their positions. Under these conditions, the Committee felt that no useful purpose would be served by taking up this question at the present time. The proper time for consideration of this and other questions would be on the termination of the war when normal working conditions would have been restored. Even then, the question of instituting provident funds should not be dissociated from other similar questions and an employer must be told in advance what other commitments Government proposed to ask him to undertake in the shape of social and welfare schemes for workers. In this view of the case, the Committee suggested that the subject may be reopened on the termination of the war after Government had decided on their programme of social and welfare legislation.

(Excerpts from the Proceedings of the
Committee of the Millowners' Association,
Bombay, during May, 1942).

Views of Bombay Chamber of Commerce.- The Committee of the Bombay Chamber of Commerce stated that it was in agreement that the introduction of provident funds throughout industry was a very desirable object and accepted the five main principles set out by the Conference of Labour Ministers. As regards questions of detail, the Committee pointed out that the rules laid down under the Income-tax (Provident Fund Relief) Act governing recognised funds had been drawn up largely

in the interests of employees and did not materially differ from the five points referred to above, whilst, in fact, they went much further. These rules had been in operation for some considerable time and were acceptable to both employer and employee. It was suggested therefore that they should form the basis of any further legislation on the subject.

(Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during May 1942.)

Views of the Indian Merchants' Chamber, Bombay.- The Committee of the Indian Merchants' Chamber, Bombay, stated that the present conditions were not suitable for consideration of such social legislation as the proposal for provident fund for industrial workers and that the consideration of the same should be postponed till after the war. In the opinion of the Committee such piecemeal proposals for labour reform would lead to confusion unless they were discussed in their entirety, bringing in all aspects of such legislation on an all-India basis including Indian States. The Committee feared that any lack of uniformity in labour standards would result in unequal competition which was not desirable. It also emphasised that all such measures on which decisions might be taken should be applicable to labour employed by Government, both Central and Provincial, as also those employed by quasi-Government undertakings. It further pointed out that the experience of mills in Bombay with regard to implementation of such schemes was not encouraging as the workers were not found very enthusiastic in giving their share of contributions to such funds. Besides, owing to war a part of the permanent labour employed in the textile industry in Bombay had migrated to the interior and their place was taken by other new workers. This was bound to create a situation in which the success of such a scheme was doubtful.

(~~Excerpt from the Proceedings of the Committee~~
Journal of the Indian Merchants' Chamber, Bombay, ✓
June 1942 issue.) ✓

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.

Middle-Class Unemployment in Bengal: Government
decides to Suspend Enquiry.

The Government of Bengal, it is understood, has decided that all work in connection with the middle class unemployment enquiry committee will remain suspended for the present. The enquiry was set on foot under the auspices of the Board of Economic Enquiry, Bengal, as early as December 1941 at the suggestion of Mr. N.R. Sarker, the then Chairman of the Board.

(The Amrita Bazar Patrika, 28-6-1942).✓

MIGRATION

15

Modification of Ceylon Labour Ban under Contemplation. ✓

Modification of the ban against labour emigration from India to Ceylon is understood to be under consideration. The existing restriction has meant, in practice, that for three years Indian labourers settled in Ceylon have not been able to visit their relatives in India - even in connexion with marriage or death ceremonies - for fear that they will not be allowed to return to Ceylon. The existing ban has worked hardship on this class of Indian residents in Ceylon and the question under consideration is whether relief can be given to such labourers by modifying the ban so as to permit them to return to Ceylon after a brief sojourn in India. There is no intention, however, to lift the ban in ~~respect~~ respect of emigration of fresh labour to Ceylon.

(The Statesman, 18-6-1942.) ✓

Recruiting to Indian State-Managed Railways:
Recruiting Commission for N.W. Railway set up for
2 Years: Government of India's Orders on D'Souza Report.

In 1939, Mr. Frank D'Souza, till lately Member of the Railway Board, was appointed to review the working of the rules and orders relating to the representation of minority communities in the services of the (then) four State-managed Railways. Mr. D'Souza's Report was received in the following year and has since then been under consideration. (Pages 26-27 of October 1940 report of this Office). Government has recently ascertained the view of the Central Advisory Council for Railways on the major recommendations made by Mr. D'Souza. *The Government of India's decisions on some of his recommendations are given below:*

Criticisms of Present System of Recruitment Unacceptable. - One of these recommendations relates to the establishment of a central recruiting Commission for the recruitment of subordinate staff on State-managed Railways. The reasons adduced for this recommendation are that the lack of uniformity and the alleged perfunctory manner in which recruitment is conducted at present have caused discontent and that the establishment of a central Commission would give greater confidence to minority communities. Government is unable to accept either of these reasons as valid; it has not observed any wide-spread dissatisfaction with the present methods, nor has it reason to believe that their application is perfunctory. The Government cannot also assume, in the face of the facts which Mr. D'Souza has set out in the rest of his Report, that minority communities have any reason to complain of unjust treatment.

Central Recruitment Commission for Railways Rejected. - Government realises, however, that the establishment of an independent recruiting agency will command wide popular support and that relieving the executive officers of the very heavy work which recruitment at present entails will contribute to their greater efficiency. The difficulties in the way of establishing a Commission which will serve all the State-managed Railways (now increased to five in number) are, in Government's opinion, insuperable. Such a body will not be able to function effectively without becoming unwieldy. It is, on the other hand, possible that Commissions for individual State-managed Railways might function efficiently, though it is difficult to state definitely whether such a scheme is practicable unless it is tried.

Experimental Commission appointed for N.W.R. - The majority of the members of the Central Advisory Council who expressed an opinion believed that the establishment of these separate Commissions would be desirable. Government has, therefore, decided to establish, as an experimental measure for two years in the first instance, a Commission with functions restricted to the recruitment of subordinate staff on the North Western Railway. The Commission will consist of a Chairman and two Members. It will be under the administrative control of the Railway Board. After two years' experience of the working of this Commission, Government will review the position before deciding on their future policy in this matter..

(The Gazette of India, Part I, dated
13-6-1942, pages 1046 to 1047.) ✓

Employers' Organisations.

Organisation of Mills in C. P. and Berar. ✓

Recently, mills in the Central Provinces and Berar, which are members of the Millowners' Association, Bombay, organised themselves into a Local Committee under the aegis of the Millowners' Association, Bombay. Towards the end of May 1942 an informal meeting of the representatives of the mills in the Central Provinces and Berar was held in Bombay under the chairmanship of Sir Vithal Chandavarkar, M.L.A. (Deputy Chairman of the Millowners' Association), to discuss certain matters of common interest. The following decisions were taken at this conference:-

- (a) All mills in C.P. and Berar should, as early as practicable, introduce uniform standing orders for operatives on more or less Bombay model. Copies of the standing orders wherever they had already been introduced should be sent to the Millowners' Association, Bombay, by the mills concerned and the Association should, from the standing orders already in force, draw up a model set of standing orders for introduction in all C.P. and Berar mills.
- (b) All mills should study the book of "Labour Recommendations" published by the Association and arrive at conclusions by mutual consultations as to which of these recommendations should be given effect to, with or without modifications, to suit particular conditions in C.P. and Berar mills.
- (c) All mills in C.P. and Berar should form themselves into a Local Committee under the chairmanship of Mr. S.H. Batlivala of the Empress Mills, Nagpur, this Local Committee meeting as often as is necessary in Nagpur, or at some other centre to discuss matters of common interest. The Local Committee should meet and dispose of matters of purely local interest, and all questions of a major character which, in Mr. Batlivala's opinion, required consideration by the Association on an all-India basis, should be referred to the Association in Bombay.

To make the Local Committee an effective organisation, both from the point of view of the C.P. Government and of individual mills in C.P. and Berar, it was also declared that :

- (a) Individual mills should forthwith send a communication to the C.P. and Berar Government stating that, as they had formed themselves into an organisation under the aegis of the Millowners' Association, Bombay, of which they were all members, with Mr. S.H. Batlivala as the Chairman of the Local Committee, and as this Local Committee would be responsible for co-ordinating and putting forward the views of all mills in C.P. and Berar on all questions of policy, it might facilitate matters if communications from Government requiring employers to express an opinion on such matters were addressed to Mr. Batlivala.
- (b) Individual mills agreed to consult Mr. Batlivala on all matters of local importance.
- (c) Millowners in C.P. and Berar should, as early as possible,

18
appoint Labour Officers in their respective mills and send such
Labour Officers for training to the Association.

(Excerpts from the Proceedings of the Committee
of the Millowners' Association, Bombay,
during 1942.) ✓+

19

Workers' Organisations.

Recognition of Trade Unions:
Views of A. I. T. U. C. ✓

Reference was made at page 1 of our April 1942 report to the draft Bill to amend the Indian Trade Unions Act, 1926, with a view to provide for "recognition" of trade unions. The General Secretary, All-India Trade Union Congress (Mr. N.M. Joshi), replying to the Government of India's letter inviting the A.I.T.U.C.'s views on the Bill, has made the following comments:

Conditions of Recognition.- While welcoming the move, Mr. Joshi points out that several important particulars in the Bill are left to be laid down by Rules. He, therefore, suggests that the rules to be made under the legislation should be first published and opinions of the trade union movement invited and considered before the rules are finally adopted. He points out that the condition that a trade union shall be a registered one should be enough and that ~~therefore~~ a union applies for recognition it should have been registered for a minimum period of six months/should not be laid down. The condition that the executive of a union ought to meet once a quarter should be relaxed in the case of those unions the membership of which is scattered over a large area. In their case, only six-monthly meetings should be made obligatory.

Strength of a Recognised Union.- The power sought to be given to the Provincial Governments to lay down additional condition or ~~conditions~~ is too wide and will enable the Provincial Governments to change the whole nature of the legislation and therefore should not be given. In limiting the power of the Provincial Governments as regards minimum membership, the limit of 30 per cent. allowed in the Bill, to be prescribed by the Provincial Governments, is too high. In the opinion of the A.I.T.U.C., the condition regarding minimum membership is not necessary at all as the only privilege sought to be given to recognised trade unions is that the employers shall consider representations made by the unions. If the legislation had proposed to compel the employers to make an agreement with the trade unions binding on all the employees of the employers or to compel the employers to recognise only one trade union in the industry as is done in the Bombay Trade Disputes Act, the requirement of minimum membership is understandable. If at all the condition regarding minimum membership required for recognition is allowed to be laid down, Provincial Governments should not be empowered to fix the minimum number beyond 5 per cent. of the total number of the employees in the industry from which the Union draws its membership. If Government insists, a higher percentage not exceeding 10 may be fixed only for Unions the membership of which is confined to one industrial undertaking or factory. In this connection he draws the attention of the Government to the fact that even in Great Britain the proportion of workers organised in trade unions to the total number of industrial workers is only 26 per cent.

Too Wide Powers for Registrar.- The power given to the Registrars to call for 'further information' is unlimited and this power is not subject to an appeal to a Court as his power under the Indian Trade Union Act, 1926, is. The discretion to Provincial

Governments to grant or not to grant recognition or to withdraw recognition after it is given even though all the requirements of the Act may have been fulfilled, is unsatisfactory. Mr. Joshi suggests that at least a right of appeal to the High Court should be provided against unreasonable use of this power and to decide whether the Union has reasonably satisfied all the requirements or not.

Scope of Trade Union action.- Clause 28 G (1) seems to restrict the obligation of the employer to negotiate with the Union only on matters affecting the general body of his employees and not affecting an individual employee or even some individual employees; this is not desirable. Provision should be made that a conclusion once arrived at by the employer may be reopened after a lapse of two months and even earlier if the circumstances have altered.

Discrimination to be avoided.- In conclusion, Mr. Joshi points out that the A.I.T.U.C. would like the Government to enact a clause that no employer shall dismiss or discharge or fine or in any manner discriminate against an employee for being a member of a trade union or for taking part in its activities. Without such a clause recognition of trade unions will have no meaning.

(The Trade Union Record, Bombay, June 1942.)✓

Recognition of Trade Unions:

Views of Employers. ✓

Reference was made at page 1 of our April 1942 report to the draft Bill to amend the Indian Trade Unions Act, 1926, with a view to provide for "recognition" of trade unions. The views on the Bill expressed by the Bombay Chamber of Commerce and the Indian Merchants' Chamber, Bombay, are summarised below:

Views of the Bombay Chamber of Commerce.- The Committee of the Bombay Chamber of Commerce expressed the view that the present time was inopportune for the introduction of a far reaching measure of such importance and that it should definitely be shelved until the conclusion of hostilities. The Committee feared that even discussion of such matters might have unfortunate consequences on the working conditions in industry at the present day. The Bombay Trade Disputes Act had been working reasonably satisfactorily in Bombay for some years and although it needed certain amendments, the Committee considered similar legislation might be introduced in other provinces pending the revision of the Indian Trade Unions Act after the war. The Committee added that if, however, Government were determined to proceed with the legislation forthwith, it would draw attention to various points which had been omitted from the Bill, the addition of which the Committee considered of particular importance. Before a Union can be recognised, the following conditions should be satisfied:- (1) Unions should be controlled and organised by the workers and not less than 50 percent. of the officers of a registered trade union should be actually engaged or employed in the trade, industry with which the union was concerned. (2) Submission of grievances

and all the processes of negotiation and conciliation in existence or which might be devised should precede the submission of a notice to strike work. (3) A general strike should not be called unless a ballot had been taken and a two-thirds of the votes cast and not less than 50 per cent. of the workers concerned had voted in favour of the general cessation of work. (4) Notice of not less than 14 days should be given for a strike to an individual employer and notice of not less than one month for a general strike. (5) Union rules governing the constitution and the administration of the union should be submitted to employers before the union commenced to function as a recognised union and employers should be given the right to discuss these rules with the Union and to appeal to the Registrar should any rule seem to them to be objectionable. (6) Unions should not support unauthorised strikes by individual employees or groups of employees nor a strike caused by an unrecognised union or unlawful association. (7) Unions should abide by any mediation machinery agreed upon between the trade union and the employer or employers' association.. (8) Unions should agree to co-operate with the Government Labour Officer and to furnish him with details of any grievances at the same time as they are brought to the notice of the employer. (9) Membership of unions should be purely voluntary. (10) Union subscriptions should not be collected on the employer's premises. (11) Unions should not partake in union activities on the premises or during working hours except to the ~~extent~~ ^{extent} mutually agreed upon between the recognised unions and the employer ~~or employers' associations.~~ (12) Unions should not attempt to subvert discipline. (13) Unions should discourage the use of any violence of any description either directly or indirectly. (14) ~~The accounts of the unions should be audited by the Government Auditor at regular intervals and at least once every twelve months.~~

As regards the provisions of the Bill, the Committee pointed out that it was essential to lay down a minimum percentage strength applicable to all provinces instead of leaving the question to the decision of individual provinces. The Committee recommended that a minimum percentage of 25 of the workers of an industry must be members of a union before that union could apply for recognition, and that this minimum should be laid down in the Act. The Registrar should be empowered to withhold recognition of any union if he was satisfied that the workers in that branch of industry were already represented adequately by an existing recognised union.

(Excerpts from the Proceedings of the
Committee of the Bombay Chamber of Commerce
during May 1942.)

Views of the Indian Merchants' Chamber, Bombay.- The Committee of the Indian Merchants' Chamber, Bombay, suggested that the consideration of such social legislation which concerned the welfare of labour and the relations between the employers and the employees might be postponed till after the war. The Committee was of opinion that the object of Government would not be served by enforcing recognition by law as was envisaged in the proposals. It was, however, stated that if Government was bent upon considering the proposals now the following suggestions of the Committee should be incorporated in the draft rule: (a) The minimum membership of a union of workers of an industry or factory for recognition should be 60 per cent. of the total number in such industry or factory as against 30 per cent.

proposed. (b) At least 2/3 of the executive of a union should be actually workers employed in the industry. (c) The union should have been in existence at least for one year and not for six months as proposed. (d) The penalty for failure to reply to a communication of a recognised union, which is Rs. 500, was considered high; it was suggested that the first default should carry only a warning and the subsequent defaults should be dealt with by a token penalty.

(Journal of the Indian Merchants' Chamber, Bombay, June 1942 issue.) ✓

Membership Strength of the Indian Federation of Labour

The Indian Federation of Labour, the "anti-Fascist" labour Organisation recently established by Mr. Jamnadas Mehta, M.L.A. (Central) as President and Mr. M.N. Roy as the General Secretary claims that, by April 1942 it has had affiliated to it 150 labour unions as set out below:

List of Unions affiliated to the Indian Federation of Labour.

		Membership.
1.	Bombay 21 Unions	18,195
2.	Bengal 30 Unions	15,334
3.	Bihar 23 Unions	35,750
4.	U.P. 15 Unions	13,000
5.	Punjab 40 Unions	60,000
6.	Madras 15 Unions	20,000
7.	Delhi 5 Unions	4,450
8.	Sind 1 Union	2,000
	Total 150 Unions	168,729.

The Bengal Chamber of Labour with about 70 Unions and a membership of about 120,000 members is an associate member of the Federation.

(Independent India, Delhi, dated 3-4-1942.)

Vagrants' Homes in Bengal:
Financial Aspect of Scheme. ✓

Reference was made at page 39 of our January 1942 report to the Vagrancy problem in Calcutta; a scheme of establishing homes for vagrants, both adults and children, was recently proposed. The proposed scheme of vagrants' homes will cost the Government of Bengal about Rs. Rs. 900,000 for construction, while another sum of Rs. 30,000 will be spent on clothing, bedding and hospital equipment of the homes. The Government will also incur an expenditure of Rs. 20,000 for opening receiving centres in Calcutta for beggars and for their dispatch to the homes ~~in~~ in Murshidabad. The recurring cost of running the homes will be about Rs. 100,000 annually per bloc of 750 beggars and this will include provision for staff, food, fuel, medicines, etc. The recurring cost in the children's home will be comparatively higher because of the education to be imparted to child vagrants.

() The Statesman, 28-6-1942.)+

Government Grant to Municipalities for Public Health Schemes:
Bombay Scheme. ✓

Prior to 1931 the Government of Bombay gave financial assistance to municipalities for water-supply and drainage schemes. Since then, however, it has been considered that, with the development of local self-government and the necessity of conserving the limited funds of the Government for social services for the benefit of the general public, municipalities should be in a position to carry out such schemes, which should in theory be self-balancing, by the imposition of local taxation. Assistance was thus limited to reducing centage charges in the case of schemes entrusted to the Public Works Department staff for execution. Experience has shown that in certain instances municipalities are unable to undertake such projects even with adequate taxation without the assistance of the Government. The Government has, therefore, decided that, when funds are available, grants-in-aid should be given to municipalities which tax themselves adequately and maintain an adequate standard of general administration and are yet unable to meet the cost of the scheme without assistance. It has, accordingly, made a lump sum provision of Rs. 1 million for public health schemes in the current year's budget. The grant will be limited to 50 per cent. of the total estimated cost of each scheme in the case of minor municipalities and to $33\frac{1}{3}$ per cent. in the case of major municipalities, and to that part of the expenditure which cannot be met by the municipality concerned out of its own resources.

(Press Communiqué No. 528 dated
2-6-1942 issued by the Director of
Information, Bombay.) ✓

Progress of Adult Education in Bombay, 1941-42. ✓

The third year of the Adult Literacy Campaign in the Bombay city closed with 31-3-1942, and the Adult Education Committee stated that the total number of adults made literate during the period of three years comes to nearly 40,000. They belong mainly to the working class population of the city, speaking six or seven different languages.

Progress in 1941-42.- During the year 1941-42 about 1,050 literacy classes spread over three sessions of four months each were maintained, and out of the total of 19,600 who were enrolled, more than 9,300 achieved literacy. Even taking into consideration about 270 classes which were in session at the close of the year, it was found that the total number of literates turned out at the end of the year falls far short of the normal figures which range between 14,000 ~~to~~ to 15,000. The reasons for the fall are the communal riots during the beginning of the year and the development of the war situation in the East during the last quarter of the year. Both the disturbances did not only affect the daily average attendance, but also the total number of classes which could have been ordinarily run during the year.

Efforts of other organisations.- Besides the above number of literates, nearly 700 adults, mostly women, were made literate in the classes aided by or run under the direction of the Committee. The Committee was able to provide the new literates with follow-up facilities on a far wider scale than in previous years. ~~Nearly~~ Nearly 100 post-literacy classes were maintained throughout the year and the new literates were given the necessary guidance by regular teachers to continue their habits of reading ~~and~~ writing.

Systematisation of Campaign.- Though the Committee could not show very encouraging results by way of new literates owing to circumstances over which it had no control, it was able to systematise the campaign in various ways. The six short term training classes which were held during the year trained a large number of the teachers in the principles and practice of adult teaching and a marked change in the method of teaching adopted by them is now in evidence. The Committee also conducted a few experimental classes with a view to determine the period required by an adult to become literate and to evolve proper methods of teaching. A plan of week-end reading classes has also been under trial.

(The Bombay Chronicle, 4-6-1942.) ✓

Wages

Extension of Dearness Allowance Scale fixed by
Millowners' Association, Bombay. ✓

Employers in the cotton textile industry in Bombay City have since December, 1939, paid workers a dearness allowance to meet the rise in the cost of living. The first rate of dearness allowance was recommended by the majority of the Rangnekar Board of Conciliation in February, 1940, and, when the cost of living rose above the official cost of living index numbers covered by this recommendation, the Millowners' Association, Bombay, with the approval of the Government, adopted a sliding scale to cover further variations in the cost of living index numbers. This sliding scale started at Rs. 4-8-0 per month of 26 working days for index number 124 and ended at Rs. 9 for index number 143. The index number for the month ended May 15, 1942, was 142, and, as a further increase in the cost of living was likely, the Millowners' Association has decided to extend the sliding scale of dearness allowance up to index number 163 at the same rates of increase. The rates range from Rs. 9-4-0 when the index number is 144 to Rs. 13-12 when the number is 163.

(The Times of India, 22-6-1942.) ✓

Increased Dearness Allowance to Low-paid Government
Servants in Madras.

The Madras Government has passed orders increasing the special compensatory cost of living allowance granted to its employees which now stands at one rupee a month to one rupee and eight annas per month with effect from 1-6-1942. The allowance will be continued at the enhanced rate till the average index number for the cost of living in Madras falls below 118 for three consecutive months. So long as the increased rate of Re. 1-8 is in force, Government servants in Madras City whose emoluments exceed Rs. 40 a month but not Rs. 41-8-0 and those in mofussil Rs. 30 per mensem but not Rs. 30-8 will be granted such allowance as is necessary to make their total emoluments Rs. 41-8 and Rs. 31-8 per mensem respectively.

(The Hindu 26-6-1942.) ✓

Cheap Grain for Low-paid Municipal Employees in Delhi. ✓

The Delhi Municipal Committee at its meeting on 18-6-1942 decided that, in order to induce sweepers to stay in the city during emergency periods, arrangements should be made to supply them with mixed wheat and barley flour at cost price. It was also decided to stock sufficient wheat for this purpose. The Committee further resolved to make similar arrangements for other low-paid servants employed in the sanitary and fire extinguishing services.

(The Statesman, 19-6-1942.) ✓

Government of India's Scheme to Collect Retail Price Statistics:
Meeting of Advisory Committee, New Delhi, 1-7-1942. ✓

The Government of India has been considering for some time past a scheme for the preparation and maintenance of cost of living indices throughout India under a Centrally controlled organisation. Since that scheme will necessarily take time before any useful results are obtained from its operations and since there has been insistent need for some practical information about prices as a guide for settling questions relating to dearness allowances, etc., the Government of India has been recently considering the preparation of retail price statistics, the intention being to fill the gaps wherever necessary so that information for practical use is collected with all possible expedition. In this connection, it has been found necessary to decide on various broad problems arising before the actual work of retail price statistics is taken up; these relate to the centres to be selected, the method of price collections, the items for which the prices are to be collected, etc. Early in 1942 the Government of India convened a conference of Provincial representatives and independent experts to discuss the question of compiling retail price index numbers. As a result of the decisions reached at this conference, an Officer on Special Duty was appointed to be in charge of the scheme. It was, however, felt that for the early inauguration and successful completion of the scheme it would be desirable that Government should be advised in this matter by an informal committee. ~~From~~ The Government of India therefore appointed in June 1942 a small Committee including representatives of the Central Government and two representatives of employers and two of workers to advise it on the matter.

Important decisions on compiling retail price index numbers for industrial centres in British India were taken at the first meeting of the Committee held at New Delhi on 1-7-1942, Mr. H.C. Prior, Secretary, Department of Labour, Government of India, presiding. The more important decisions arrived at were:-

- (1) The selection of 15 rural centres for which retail price index numbers will now be compiled for the first time.
- (2) The selection of 43 centres which are important either from the industrial or Railway point of view for which retail price index numbers will also be compiled.
- (3) The constitution of advisory committees consisting of an equal number of representatives of employers and workers to advise the officer in charge of the scheme in centres where it is feasible to form such committees.

(The Hindustan Times, 2-7-1942.) ✓ 1

Control Measures.

28

Assam Coal Distribution (Lakhimpur) Order, 1942. ✓

The Assam Government has promulgated the Coal Distribution (Lakhimpur) Order, 1942, which extends to the whole province, and prohibits the sale of or disposal of coal to anyone not holding a permit from the Controller appointed for the purpose.

(Notification No. APC. 34/42/87 dated 13-6-1942; The Assam Gazette Extraordinary dated 13-6-1942). ✓*

Sugar Control Order, 1942. ✓

The Sugar Control Order issued on 29-6-1942 lays down that no producer shall after such date as the Controller may notify in this behalf, dispose of, or agree to dispose of or, in pursuance of any agreement entered into on or before such date, make delivery of, any sugar except to or through a recognised dealer or to a person specifically authorised by the Controller to acquire sugar on behalf of the Central Government or a Provincial Government. The Controller may prohibit or limit the manufacture by any producer or by producers generally of such types or grades of sugar or sugar products as may be specified and no producer to whom the Controller's order applies shall manufacture any sugar or sugar products in contravention thereof. The Controller may from time to time fix the prices at which any sugar made in India may be sold and no person shall sell or purchase any sugar at a price different from that fixed.

(The Gazette of India Extraordinary, dated 29-6-1942, pages 789 to 790.) ✓*

Bihar Early Closing of Shops Order, 1942. ✓

The Bihar Government has gazetted the Bihar Early Closing of Shops Order, 1942, which applies to all shops except hotels and restaurants, chemists' shops and liquor bars. The Order states that no article or things of any description whatsoever shall be sold after 8-30 p.m. in any shop other than the excluded categories of shops, in the area of supply of any licence granted under section 3 of the Indian Electricity Act, 1910, or in any area in which a person is entitled to distribute electrical energy by virtue of a sanction granted under section 28 of the said Act. District Magistrates can grant exemptions from the above Order.

(Notification No. 792-Misc.-R dated 24-6-1942: The Bihar Gazette Extraordinary dated 25-6-1942.) ✓*

Price Control

Appointment of Inspectors of Prices in Industrial Areas in Bengal. ✓

The Government of Bengal, in its efforts to control prices of foodstuffs, has appointed several special officers charged with the

duty of watching the movement of supplies and course of prices. These special officers are assisted by 16 inspectors twelve of whom are inspectors under the Shops and Establishments Act whose services have been diverted for work in connection with price control measures. Their jurisdiction has been divided by wards and each of them has been assigned a large private market to take care of. Until recently, there was no adequate inspecting arrangement in the industrial area round about Calcutta and complaints to this effect were received by Government from time to time. Four inspectors have now been appointed for this area with Headquarters at Serampore, Titaghur, Kankirara and Budge Budge respectively. Their main duty is to watch prices and to receive complaints against profiteering.

Control now extends over a number of necessaries of life such as atta and flour, dal, mustard oil, salt, sugar, popular medicines, kerosene, and a number of other articles.

(Press Note dated 27-6-1942 issued by the Director of Public Information, Bengal).✓

Employment.

Orissa Essential Services Regulation of Wages and Conditions of Service Rules, 1942.✓

In pursuance of sub-section (1) of section 6 of the Essential Services (Maintenance) Ordinance, 1942, the Orissa Government has promulgated on 17-6-1942 the Essential Services Regulation of Wages and Conditions of Service Rules, empowering District Magistrates in the province within their respective jurisdictions, subject to the general supervision and control of the Provincial Government, to regulate the wages and other conditions of service of all employees of essential services. "Essential Service" means any service declared as such by the Provincial Government under section 3 of the Ordinance.

(The Orissa Gazette, Part III, dated 19-6-1942, page 249.) ✓

Mysore Essential Services (Maintenance) Bill, 1942. ✓

On 2-6-1942, the Mysore Representative Assembly took up for consideration and adopted the Essential Services (Maintenance) Bill, which seeks to provide for the maintenance of certain essential services, by making it an offence for any person employed in these services to disobey any lawful order or to abandon such employment or absent himself from work or to depart from any specified area without reasonable excuse or consent of proper authority.

(The Hindu, 4-6-1942.) ✓

Civil Pioneer Force for India; Disciplined Corps of Workmen for War Construction Work. ✓

A start has been made with the formation of a Civil Pioneer Force in India. In certain Provinces the initial units are well under way. The Force is intended to carry out such duties as will be required in India in war-time to be performed by an organised and

disciplined corps of workmen. These include ~~work~~ duties in conjunction with Civil Defence, construction of roads, buildings or aerodromes, loading and unloading of transport vehicles and work in dock areas. The Force is at present limited to 10,000 persons.

The selection of officers by Provincial Governments has already commenced and a number of them have been commissioned and are learning their duties. Recruitment and training of Civil Pioneers has also started. During the preliminary training, stress is laid on the physical development of the recruit and the first month is wholly devoted to building up his strength and in helping him to become accustomed to new surroundings. Physical recreation and games play a large part in the preliminary training.

(Unofficial Note dated 30-6-1942 issued by the Principal Information Officer, Government of India.) ✓

Employment for Indian Evacuees:
Registration Offices opened in Provinces. ✓

A few months ago when refugees from Malaya and Burma began arriving in India in large numbers, the Labour Department of the Government of India addressed the Provincial Governments emphasising the desirability of finding employment for Indian evacuees, without prejudice to the interests of the permanent residents. It was suggested that in some Provinces it might be possible to institute ~~land development or colonisation schemes~~. In others it might be possible to add to industrial development. Some of the refugees might be suitable for enrolment in the Civil Pioneer Force.

As a result, registration offices where refugees can register themselves for employment have been established in all Provinces where Indian evacuees from Burma and Malaya have arrived. Skilled and semi-skilled workers are directed by these offices to the National Service Labour Tribunals who find them employment in industry. The registration offices also keep in the closest possible touch with employers and attempt to place refugees in occupations fitted to their previous experience and training.

It is now gathered that 25 registration offices have been opened in Madras, an evacuee employment Bureau in the C.P., a registration Bureau under the control of the Employment Adviser in Bengal and an Evacuees' Bureau in the U.P. In the Punjab and the N.W.F.P., arrangements for the registration of evacuees have been made at the headquarters of the Districts. District committees have been formed in Bihar. In Sind the Commissioner of Labour has been entrusted with the arrangements. Registration offices have also been opened in the Central administered areas of Ajmer and Beawar.

(Unofficial Note dated 18-6-1942 issued by the Principal Information Officer, Government of India.) ✓

Production

Production of Machine Tools: Government Scheme for Assistance. ✓

31

Well over 100 licensed firms in India are now manufacturing machine tools of various types, ranging from simple drills and lathes to special purpose machines required for munitions production. Their total output runs to some 170 machines per month, not including ancillary plant which is produced by the hundred. Altogether, nearly 500 units are manufactured per month, and this figure is rapidly increasing. Prior to the war there was practically no production of machine tools in India, though a few firms were making a small number of special machines for their own requirements. Since the outbreak of war, however, there has been a rapid expansion and licences have been issued to a large number of firms throughout India for the manufacture of machines of various types. The most popular types of machines manufactured are lathes (including small capstans), drilling, shaping, planing, slotting, and hack-sawing machines, presses, furnaces, power blowers, and sand-blasting plant. Some higher class machines, such as cold saws, horizontal borers, production millers and thread millers, are also produced in Railway workshops. Besides these machines, various gauges, tools, jigs, etc., are also being manufactured in the country. The Railway tool rooms alone are producing some 1,000 gauges weekly for use in ordnance factories, while Tatas are manufacturing 50,000 tools of various types every month.

Rs. 1.5 million scheme. - With a view to further expanding the production of the higher class machines, a scheme costing some Rs. 1.5 millions, has recently been evolved by the Machine Tool Controller and approved by the Government of India. The scheme, when launched, is expected to enable the firms selected for the purpose to produce 80 to 100 such machines per month, with prospect of further expansion at a later stage. The possibilities of manufacturing small machine tools, such as taps, reamers, twist drills and milling cutters, are also under investigation. A scheme for giving assistance to firms willing to undertake manufacture of such tools has recently secured the approval of Government. Apart from efforts to promote new production, several important measures have been taken since the introduction of the Machine Tool Control Order on 1-3-1940, to secure better utilisation of existing machine tools in the country. By a census of machine tools throughout India, held in July 1940, it has been possible to locate all plant and machinery existing in the country and to ensure their utilisation in the best possible manner. Nearly 1,000 of the machine tools thus located have been requisitioned and placed in the Central Workshop.

A Reserve of Tools. - In addition, a scheme was framed last year to create a reserve of machine tools in the country as a safeguard against delays and possible interruptions in the arrival of shipments from abroad. Nearly Rs. 2 millions was set aside for the purpose, but only a portion of it has been spent so far owing to the difficulty in obtaining supplies. Much as already had been done in developing indigenous production and in conserving supplies, much more is still required. India's present requirements of machine tools are far in excess of her potential capacity as now envisaged, and it is unlikely that she will be able to do without considerable imports for some time to come. The production of machine tools is a highly specialised industry, requiring huge outlays of capital, and it can reasonably be

expected to flourish only when there are large basic engineering industries to support it. In India, such industries are still in an embryonic stage and will take some time to grow. But, meantime, a start has been made with her machine tool industry and the progress so far has been encouraging

(Indian Information, New Delhi, 1-6-1942) ✓

Internal Combustion Engines;
Possibility of Production in India Reported. ✓

Five firms in India have been manufacturing complete internal combustion engines and their spares for some years, and they now state that their standard machine-shop equipment is quite sufficient for the machining of the major parts of the engines and can produce the imported parts, if the Government would assist them to enlarge their existing plants by obtaining special machinery—such as crank turning lathes, heavy drop forging machines, grinding machinery, etc. according to an Interim Report of the Exploratory Committee on Internal Combustion Engines set up by the Board of Scientific and Industrial Research. Internal combustion engines for transport work, the Report adds, can be made by the Indian manufacturers if their works are properly organised. There are technical men and material available for carrying out the complete work in India. If a scheme is inaugurated for the production of internal combustion engines on a large scale, two of the Indian firms are in a position to extend their machine shops by installing machine tools of their own manufacture and if assistance from the Government could be given to them to obtain such machine tools as they are not able to produce, they will have no difficulty in producing complete units of engines without having to depend on foreign supplies of specialised parts.

(The Hindu, 3-6-1942.) ✓

Action on American Technical Mission's Report;
War Resources Committee for India set up. ✓

The Governor-General-in-Council, it is announced, has considered the report of the American Technical Mission (summarised at pages 33 to 35 of our May 1942 report) and has decided to implement its recommendations to the maximum extent possible. In pursuance of one of the most important of these recommendations, a committee of the Executive Council has been set up to deal with and co-ordinate problems of war production, transportation, communication, finance, rationing of goods and materials, and all connected matters. This committee is to be known as the "War Resources Committee of Council" and will consist of: - The Governor-General (President); the Defence Member; the Supply Member (Vice-President); the Finance Member; the Commerce Member; and the Communications Member. The Committee will have a wholetime Secretary. It will meet from day-to-day, and one of its first tasks will be to push on with the action already taken on the report. The Committee will, when necessary, co-opt other members of the Government of India, and its decisions will be binding on all authorities in India.

(The Hindustan Times, 11-6-1942.) ✓

33

Stimulation of Small-Scale Industries
for War Purposes: Plan for grant of State-Aid. +

War orders to the value of Rs. 49.8 million were placed by the Government of India with small-scale industries during the year 1941-42. Of these, camouflage nets accounted for Rs. 18.2 million, woollen blankets for Rs. 11.8 million, leather goods for Rs. 9.6 million and pith hats for Rs. 4.8 million. During 1942-43 additional orders to the value of Rs. 61 million are expected to be placed with small-scale producers. These will include cotton textiles worth Rs. 18.6 million, leather goods worth Rs. 8.4 million, camouflage nets worth Rs. 7.1 million and pith hats worth Rs. 6.5 million.

The further utilization of small-scale industry for the production of war supplies has for some time been engaging the attention of the Supply Department of the Government of India, and, as a result of a conference held in March, 1942, representatives of Provincial and State Governments, a scheme has been launched for the planning of production in this field. Under the scheme all the participating Provinces and States have undertaken to establish official agencies with whom the Department of Supply will contract for the supply of certain goods which can suitably be manufactured by small-scale industry.

These official agencies - which in the case of the Provinces will be the Directors of Industries and/or the Registrars of Co-operative Societies-will be responsible for the acceptance and ~~execution of orders including the supply of raw materials, provision of finance, instruction in manufacture, inspection during production, delivery of goods to the Supply Department, and final payment to the manufacturers.~~ The actual allocation of orders to these official agencies will be done through Controllers of Supplies who will be given quotas for each area. The Controller will also supply specifications and manufacturing information where needed, and will settle prices. The working capital will ordinarily be provided by the Provinces, but the Government of India will afford financial assistance within certain limits, where necessary.

The authorities recognise that the products of small-scale industry are not necessarily either good or cheap and that there are great variations in the quality of the work. Nor can such an industry work to the prices which are possible for mass production. On the other hand, the use of small-scale industry is being encouraged as it relieves factories for other work, extends employment and disperses production.

(The Statesman, 9-6-1942.) ✓ x

Alternative Fuel to Petrol for Road Transport:
Manufacture of Power Alcohol. +

In view of the present acute shortage of petrol, the Government of India and the provincial governments are endeavouring to find alternative fuels to keep road transport moving, and among the latest developments are steps to provide power alcohol in Bombay. All facilities for the manufacture of power alcohol have been promised. The Government of India recently stated that they are prepared to assist in obtaining priorities for the supply and shipment of power alcohol plants from America, but certain firms in India have undertaken to build such plants locally. Some of the progressive Indian States,

such as Mysore and Travancore, have already promulgated power alcohol Acts and motor spirit sold in those States contains from 15 to 20 per cent. alcohol. Bhopal also proposes to make power alcohol for this purpose. In Bombay a formal conference of the various interests was held in October 1941 last and enough data has since been collected for a formal scheme to be prepared for the approval of the Government of India.

(The Times of India, 12-6-1942.)

Indian Manufacture of Small Tools:
New Expansion Schemes.

Ninety per cent. or over 4,500 out of a total of some 5,000 items, of small tools required for munitions production and other war supply purposes are now manufactured in India. Small tools, generally speaking, are the simple types of tools used in manual operations. The most common of these are pick axes, felling axes, hand axes, boring and jumping bars, carpenter's augers, vices, twist drills, etc., - all of which are now produced in India on a fairly large scale. Production is mainly confined to a few large and well-equipped firms, but additional sources of supply are steadily being developed.

To meet the growing demands for the various types of small tools, several schemes for the provision of increased capacity are under active consideration by Government. One such scheme is designed to treble the existing capacity for twist drills and to provide new capacity for reamers and milling cutters. Another scheme aims at establishing production of taps and dies, for which no capacity at present exists in India. A third scheme, which has recently been sanctioned, provides for the further expansion of the more difficult operations in fabricating forged tools.

("Bombay Information", Bombay, 20-6-1942.)

Rationing

The Tyre Rationing Order, 1942.

On 13-6-1942, the Government of India promulgated the Tyre Rationing Order, 1942, which brings the sale and acquisition of tyres under strict control. With immediate effect no person may purchase a new tyre or tube except by securing ~~a tyre or tube except by~~ securing a permit from the competent area rationing authority. ~~XXXXXXXXXXXX~~ Owing to the urgent need to conserve rubber for vital war purposes, permits will be issued only in respect of vehicles which, it can be shown are essential to the maintenance of war production or the health and safety of the community. With the exception of giant tyres, as fitted to commercial vehicles, permits are also required to acquire retreaded tyres or to have tyres retreaded. Worn tyres are the main source of reclaimed rubber, and in order to secure every possible worn tyre for this purpose, no new or retreaded tyres may be supplied except against the surrender of worn tyres, and no person may retain in his possession for a period of more than ten days any unserviceable tyre or tube, but must dispose of them to a recognised supplier or

reclaim manufacturer. It should be appreciated that the supply of tyres for civil purposes is extremely limited and will leave even some of the most vital needs unsupplied. An appeal is therefore made to the public to co-operate to the fullest extent by making application for permits only for the most urgent and essential purposes.

(Notification No. SS/63(2)/42 dated 13-6-1942; The Gazette of India, Part I, dated 13-6-1942, pages 1030 to 1039.) ✓

War Risk Insurance

Insurance of Immoveable Property against War Risk:
Bombay Government examines Scheme. ✓

The Government of Bombay is engaged in examining the possibilities of undertaking schemes for insuring immovable property within Bombay Province and country craft operating on the coast against war risk and for facilitating the payment of compensation to industrial workers for war injuries. Government's decision on all these problems is expected ^{shortly.}

~~It is learnt~~ It is learnt that Government has reached a tentative decision for the insurance of immovable property within the province other than that already covered by insurance schemes framed by the Central Government as a measure of restoring confidence. The necessary data relating to the valuation of properties coming under the scope of the scheme has been collected and a draft scheme is now being worked out. The scheme will be put in its final form after ascertaining the views of commercial and public bodies in the province. The Government of Bengal is engaged in working out a similar scheme and a committee of experts has examined the question (vide page 36 of our May 1942 report). While the move of the Provincial Governments is considered to be in the right direction, it is generally felt that war risk insurance schemes are essentially matters for the Central Government since the resources of the Provincial Governments are limited and the premiums are likely to be rather high in view of the limited area in which the scheme will operate and the consequential limitations on the law of averages.

Workmen's Compensation for War Injuries.- The proposal for the workmen's compensation scheme is aimed at ensuring for industrial workers adequate compensation in case of injuries by enemy action. It is learnt that several employeess have represented to the Government of Bombay that the war effort can be accelerated if the workers responsible for it are assured that they will be adequately compensated for any loss that they may sustain by enemy action. The implications of the proposal are being examined by Government.

(The Times of India, 18-6-1942.) ✓

Clarification of Insurable Value of Factories under
War Risk (Factories) Insurance Ordinance. ✓

Reference was made at pages 35 to 36 of our April 1942 report to the promulgation of the War Risks (Factories) Insurance Ordinance, 1942. The Government of India received representations recently from certain Chambers of Commerce and factories wanting the exact meaning explained of insurable value in connexion with the Ordinance. It

appears that there have been instances where factories have either under-insured or over-insured. According to an authoritative interpretation, insurable value means the present value of plant or machinery less depreciation. Insurable value for the purposes of the Ordinance has been illustrated by the following example, in a press communique: "A" bought a machine 10 years ago for Rs. 1,000 which on the date of application would cost new Rs. 3,000. The insurable value then is Rs. 3,000 less reasonable depreciation for 10 years use. If reasonable depreciation ~~for~~ in this case were considered to be 3 per cent., then the sum insurable would be Rs. 2,100. The owner of the property himself should be able to judge as to what life can be expected of the property and to what extent its life or efficiency has been impaired by use or other causes from year to year and should be able therefore fairly to assess reasonable depreciation."

(The Statesman, 18-6-1942.) ✓

Industrial Health and Safety

Protection of Factories in War Time:
Bengal Government's Measures. ✓

The Government of Bengal has in exercise of the powers conferred by sub-rule (1) of rule 51-D of the Defence of India Rules gazetted a notification to the effect that in certain areas specified in a Schedule annexed, no factory wherein two hundred or more workers may be employed shall be erected, and no factory wherein two hundred or more workers are employed shall be extended for the purpose of carrying on any manufacturing process except with the permission of the Provincial Government and in accordance with such requirements as to lay out, materials and construction as the Provincial Government may impose, for the purpose of rendering the factory less vulnerable to air raids or of affording better protection to persons using or resorting to it.

(Notification No. 1073 Com. (C.D.) dated 8-6-1942: The Calcutta Gazette, Part I, dated 18-6-1942, pages 1547 to 1548.) ✓

Seamen

Amenities for Indian Seamen:
Contributions from War Purposes Fund. ✓

According to a press note recently issued by the Government of India, the question of providing comforts to Indian seamen has been engaging the close attention of the Government of India. The Viceroy has made contributions on various occasions from his War Purposes Fund, out of which different funds have been started at the ports of Calcutta and Bombay for the benefit of the seamen. An Indian seamen's Amenities Fund has recently been created at Calcutta and Bombay with initial grants of Rs. 10,000 and Rs. 5,000 respectively from the Viceroy's War Purposes Fund. The object of this fund is to supply to vessels carrying Indian crews books, games requisites, etc., and to provide amenities, including the supply of warm clothing when necessary, to Indian seamen in general. Not infrequently Indian seamen return to this country in an utterly destitute condition and require on their arrival clothing, food or other necessaries of life, medical help and even monetary assistance for the payment of

railway fares to their homes. At Calcutta and Bombay provision now exists to supply the necessary funds, out of grants received from the Viceroy's War Purposes Fund. So far about Rs. 6,000 have been placed at the disposal of the Principal Officers, Mercantile Marine Department, Calcutta and Bombay for the above purposes.

Advances to Widows and Children.- Arrangements have also been made by the Government of India for the payment of compensation to injured seamen and to the widows and children or other dependents of seamen who are missing, killed or taken prisoner by the enemy under the various seamen's compensation schemes framed by His Majesty's Government. As however formal investigations into their claims to compensation naturally take some time, this involves great hardship to them. In order, therefore, to minimize their hardship, the Viceroy has placed at the disposal of the Principal Officers, Mercantile Marine Department, Calcutta, and Bombay a sum of Rs. 27,500 for giving advances in necessitous cases to the seamen or their widows and children or other dependents.

(The Statesman, 7-6-1942.)/4

Expansion of the Viceroy's Executive Council:
Dr. Ambedkar succeeds Sir Firozkhan Noon as Labour Member. ✓

For the second time since the outbreak of the war the Viceroy's Executive Council has been expanded. The need to create a membership for Defence, to provide for India's representation at the War Cabinet and in the Pacific War Council and to divide the heavy single charge of Communications has involved the addition of three members to the Council, and increasing its strength from the present 12 to 15 members.

As in the previous expansion of the Council in 1941 (vide pages 39-40 of June 1941 report of this Office), the present expansion is ^{designed} to associate representative Indian opinion more closely in the conduct of the war and to provide for the increasing burden of war work, within the framework of the present constitution. Hitherto Indian representatives in the Council had been chosen from among principal communities and interests which were co-operating in the war effort and now to them, for the first time, have been added representatives of the Sikhs, the Depressed Classes and the European community. The new members are Sir C.P. Ramaswami Aiyar, Dr. B.R. Ambedkar, Sir E.C. Benthall, Sir Jogendra Singh, Sir J.P. Srivastava and Khan Bahadur Sir Mohammad Usman.

Distribution of Portfolios. - The distribution of portfolios, according to a press communique dated 2-7-1942, issued by the Government of India, is as follows:- War - General Sir Archibald Wavell; Home - Sir Reginald Maxwell; Finance - Sir Jeremy Raisman; Defence - Malik Sir Firoz Khan Noon; War Transport - Sir E.C. Benthall; Supply - Sir H.P. Mody; Information - Sir C.P. Ramaswami Aiyar; Civil Defence - Sir J.P. Srivastava; Posts and Air - Sir Mohammed Usman; Commerce - Mr. N.R. Sarker; Education, Health and Lands - Sir Jogendra Singh; Labour - Dr. B.R. Ambedkar; Indians Overseas - Mr. M.S. Aney; Law - Sir Sultan Ahmed; Sir Ramaswami Mudaliar continues to be a member of the Council.

Representation in War Cabinet and Pacific Council. - Simultaneously with the expansion of the Council, it is officially announced that the Government of India has accepted the invitation of His Majesty's Government to arrange for India's representation on the War Cabinet and on the Pacific War Council in London. Sir Ramaswami Mudaliar has been nominated for this purpose, and he will be joined in London by the Jam Sahib of Nawanagar, who will represent the Princely Order.

Commenting on Dr. Ambedkar's appointment as Member in charge of Labour, the Statesman of 3-7-1942 says: Dr. Ambedkar gets the portfolio of Labour and as a gifted leader of the depressed classes he will have all the scope he may want for doing all he wishes to do for the under-dog. Perhaps no more appropriate portfolio could have been allotted to him.

(The Statesman, 3-7-1942.) ✓

List of the more important publications received in this Office during June 1942. ✓

Economic Conditions.-

Indian Central Cotton Committee. Twentieth Annual Report, 1941. Published by Indian Central Cotton Committee, Vulcan House, Nicol Road, Ballard Estate, Fort, Bombay.

Social Insurance.-

Annual Report on the working of the Workmen's Compensation Act, 1923, for the year 1940. (Price As. 3). Karachi: Printed at the Government Press. 1942.

Agriculture.-

- (1) Report on the Operations of the Department of Agriculture, Madras Presidency, for the year 1940-41. Printed by the Superintendent, Government Press, Madras. 1942. Price 8 annas.
- (2) Agriculture and Animal Husbandry in India, 1938-39. Issued under the Authority of the Imperial Council of Agricultural Research. Published by the Manager of Publications, Delhi, 1941. Price Rs. 6 or 9s. 6d.

Co-operation.-

- (1) Year-Book and Directory of Indian Co-operation, 1942. General Editor: The Hon'ble V. Ramadas Pantulu. Published by the All-India Co-operative Institutes' Association and the Indian Provincial Co-operative Banks' Association.
- (2) Report on the working of the Co-operative Societies in the Central Provinces and Berar for the year ending the 30th June, 1941. Nagpur: Government Printing, C.P. and Berar. 1942. Price Re.1-4-0.
- (3) Report on the Co-operative Societies in Orissa for the year 1940-41 (July to June). Superintendent, Government Press, Orissa, Cuttack, 1942. Price Re.1-10-0.

Organisation, Congresses, etc.-

- (1) The Employers' Association of Northern India. Proceedings and Speeches. Fifth Annual General Meeting, 28th May, 1942.
- (2) Report - Nineteenth Session of the All-India Trade Union Congress, Cawnpore, 1942. Model House, Proctor Road, Girgaon, Bombay.

Education.-

Report on Public Instruction in the Madras Presidency for the year 1940-41. Volume I. Printed by the Superintendent, Government Press, Madras. 1942. Price 6 as.

Miscellaneous.-

- (1) Madras Administration Report, 1940-41. Madras: Printed by the Superintendent, Government Press. 1942.
- (2) Madras in 1941 (Outline of Administration). Madras: Printed by the Superintendent, Government Press, 1942. ✓

C 6/2/27

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for July 1942

N.B. Each section of this report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
1. <u>National Labour Legislation.-</u>	
<u>Government of India:</u>	
<u>Draft Bill to amend Workmen's Compensation Act.</u>	1
<u>Orissa:</u>	
<u>Extension of certain Labour Acts to 'Partially Excluded' Areas.</u>	1
2. <u>Conditions of Work.-</u>	
<u>Industrial Health and Safety:</u>	
<u>Leprosy Control in Jamshedpur: Work of Leprosy Sub-Committee, Jamshedpur Rotary Club.</u>	2-3
<u>Industrial Disputes:</u>	
<u>Adjudicator's Award in Bombay Tramway Dispute</u>	4-5
<u>Holidays:</u>	
<u>(a) Holidays with Pay: Views of Millowners' Association, Bombay, on Government of India's Proposals.</u>	6
<u>(b) Holidays with Pay Legislation: Views of Bombay Chamber of Commerce.</u>	6-7
<u>General:</u>	
<u>(a) Progress of Scheme for Labour Officers in Bengal Jute Mills.</u>	8-9
<u>(b) Badlis (Substitutes) System and the working of the Labour Bureau in Bengal Jute Mills in 1941.</u>	9
3. <u>Economic Conditions.-</u>	
<u>(a) Trade of India in 1940-41.</u>	10-16
<u>(b) Economic and Industrial Conditions in India in 1941: Effects of War Conditions.</u>	16-20
4. <u>Navigation.-</u>	
<u>Indian Seamen demand Seamen's Welfare Board: Resolutions of Calcutta Meeting.</u>	21
5. <u>Organisation, Congresses, etc.-</u>	
<u>Workers' Organisations:</u>	
<u>(a) Progress of Trade Unionism in Orissa, 1940-41.</u>	22
<u>(b) Government of India Lifts Ban on Communist Party of India.</u>	22
<u>(c) Progress of Trade Unionism in Sind, 1940-41.</u>	23
<u>(d) Meeting of General Council of A.I.T.U.C., Bombay, 14-7-1942: Demand for Increased Dearness Allowance.</u>	23-24
<u>(e) Annual Meeting of the Bombay Textile Clerks' Union, Bombay.</u>	25
6. <u>Social Policy in War Time.-</u>	
<u>Wages:</u>	
<u>(a) Increases in War Dear Food Allowance in Cawnpore.</u>	26
<u>(b) Further Extension of Dearness Allowance Scale fixed by Millowners' Association, Bombay.</u>	27

6. Social Policy in War Time (continued)

Wages:

(e) Increase in Dearness Allowance to Lower-Paid Government Servants in U.P. 27

Hours:

Extension of Working Week to 66 hours in specified Factories doing War Work. 28

Employment:

- (a) Resignation and Retirement of Commercial Employees ^{in order} to Withdraw Provident Funds: Bengal Chamber of Commerce urges Government Action. 29-30
- (b) Proposed Camp for Stevedoring Labour employed in Calcutta Port. 30
- (c) Concessions by Bombay Government to Civil Employees Joining Military Duty. 31
- (d) Increased Pay for R.I.N. Ratings. 31
- (e) Provision for Welfare of Indian Sepoys when Demobilised: Deferred Pay and Welfare Fund. 31-32
- (f) Progress of Technical Training Scheme: Capacity to train 60,000 per year aimed at. 32
- (g) Civil Services (Conditions of Service) Ordinance, 1942. 33
- (h) Essential Services (Maintenance) Second Amendment Ordinance, 1942. 33

~~***~~

Industrial Disputes:

~~Lock-outs~~ without Notice to be Prohibited: Proposal under Government Consideration. 33

Control Measures:

Shortage of Kerosene in Bombay: Government Measures for Fair Distribution. 34

Price Control:

- (a) Price Control and Food Policy in Bombay: Official and Non-official Conferences held. 34-35
- (b) Bengal Government's order to exhibit Price List of Essential Commodities. 35

Production:

- (a) Implementing of Grady Mission Recommendations: Activities of the War Resources Committee. 36
- (b) Production of Motor Fuel Substitutes: Conference held in New Delhi. 37

War Risks Insurance:

- (a) Extension of War Risks (Factories) Insurance Scheme to Mines. 38
- (b) War Risks Insurance extended to Indian States. 38
- (c) Non-Factory Premises and War Risk: Outline of New Insurance Scheme in Bombay. 38-39
- (d) Bengal War Risks (Immovable Property) Insurance Enquiry Committee Report. 39-40

Food Policy:

- (a) Food Advisory Council: Central Body set up. 41
- (b) Rice Conference, New Delhi, 10-7-1942. 41
- (c) Food Supply in Bombay City: Corporation Scheme to Raise Loan. 41-42

Pages

Migration:

- (a) Evacuees Conference convened by Government of India, New Delhi, 24-7-1942. 43-44
- (b) Allowances for Indigent War Refugees: Scales fixed by Government of India. 44

Post-War Reconstruction:

- (a) Study of Post-War Problems: Sir T.E. Gregory sent to London. 45
- (b) Post-War Reconstruction: U.P. Government creates Fund. 45

- 7. List of the more important publications received in this Office during July 1942. 46

NATIONAL LABOUR LEGISLATION

Government of India.-

Draft Bill to amend Workmen's Compensation Act.

The amendment of the Workmen's Compensation Act, 1923, in order to make adequate provision for certain matters, was discussed at the Third Conference of Labour Ministers held in January 1942.

Regarding the question of the compensation to be paid to the heirs of a deceased workman, the Government of India Memorandum on the subject stated that the intention of the Act, apparently, was to allow deductions of payments made to an injured workman from the lump sum compensation payable to his dependents under section (4) (I) A. The Rangoon High Court had, however, drawn a clear distinction between the right to compensation of an injured workman and that of his dependent after his death. The Calcutta High Court further construed the word "workman" occurring in section 4 of the Act to mean only a living workman and not his dependents. The general opinion of the Third Conference of Labour Members on this question was that in fairness to employers, deductions to cover payments made during the lifetime of a workman should be permissible subject to the residue of compensation not falling below a certain minimum. Again, section 5 of the Act did not appear to provide for the calculation of the monthly wages of a workman in cases where information regarding the average monthly earnings of worker engaged in similar work in the same locality during the twelve months preceding the accident, is not available. It was agreed at the Conference that a proviso should be added to section 5 (b) so as to provide for calculation of wages in accordance with sub-section (c) of section 5 of the Act.

Following these decisions, the Government of India has prepared a draft Bill which has been circulated for the opinion of the interests concerned. The text of the Bill is published in the June 1942 issue of "Labour Gazette", Bombay.

Orissa.-

Extension of certain Labour Acts to 'Partially Excluded' Areas.

The Orissa Government has gazetted a list of Acts which it has decided to extend to 'partially excluded' areas - in some cases to all such areas in the province, and in others to certain specified limits of these areas. Among the Acts so extended are : (1) The Indian Mines Amendment Act, 1937, (2) The Workmen's Compensation (Amendment) Act, 1938, (3) The Trade Disputes (Amendment) Act, 1938, (4) The Indian Emigration (Amendment) Act, 1938, (5) The Employers' Liability Act, 1938, (6) The Workmen's Compensation (Amendment) Act, 1939, and (7) The Workmen's Compensation (Second Amendment) Act, 1939.

(Notification No. 2266-IIIc-4/41- Com. dated 23-7-1942: The Orissa Gazette, Part III, dated 31-7-1942, pages 315 to 317.)

Leprosy Control in Jamshedpur:
Work of Leprosy Sub-Committee, Jamshedpur Rotary Club. ✓

Very shortly after the formation in 1939 of the Jamshedpur Rotary Club it was decided by the Club to tackle under its auspices the leprosy problem in Jamshedpur. Before providing clinics for the treatment of lepers it was decided to collect statistics as to the number of lepers in the area; the survey was commenced in May, 1939, and the first survey of the town was completed in April 1941. A re-survey was then commenced. The funds for these surveys and for the treatment at the clinics were given by capital donations and also recurrent contributions from the larger Companies in Jamshedpur, namely The Tata Iron & Steel Company, Ltd., The Tinplate Company of India, Ltd., The Indian Steel Wire Products Company, The Indian Cable Company, and the Tatanagar Foundry.

Results of Survey.- As a result of the survey enquiry from its inception in May, 1939, until 31st March, 1942, 475 cases have been detected by the staff. In addition 35 cases were detected at the Main Hospital of the Tata Iron and Steel Company and the Health Office, making a total of 510 cases. Of these, 92 were infectious and 418 non-infectious. 215 lepers beggars were also examined, of whom almost exactly half were found in an infectious condition. Thus the total number of lepers reported on altogether in Jamshedpur, including beggars, was 725; 725 is considered as a roughly accurate figure for the total number of lepers in the Jamshedpur and Jugsalai notified areas, of whom about 200 are infectious. The total number of persons examined was 109,950.

Organisation of Clinics.- Three clinics were built with the funds provided by the Companies. They consist of simple open sheds with a store room, one at Ramdas Bhatta, one at Sonari and one at Barma Mines. In addition, the Tata Iron & Steel Company had already a clinic in existence at its Segregation Hospital on the Golmari road. The staff attend at each Rotary Club clinic one half day in the week for infectious patients and one half day for non-infectious patients. The other half time is spent in survey work.

Results of Treatment.- Of the non-infectious cases, 4 have been completely cured, 8 have been arrested and 83 have been improved. Of the infectious cases 13 have been improved and 2 have been turned to non-infectious.

Future Work.- Another direction in which assistance is required, especially from the public, is in affording financial help to the sufferers and their families. The Jamshedpur Rotary Club has appealed to the larger Companies in Jamshedpur to take measures to provide hospital accommodation for the Jamshedpur infectious lepers; these proposals are now under consideration. Such facilities cannot in any case be provided for some years to come. When a workman is found to be suffering from infectious leprosy, he cannot be permitted to continue working on account of the danger of transmitting the disease to his fellow workmen. Some of these cases have been assisted by their employers, but others, who have been given leave for treatment, have spent all their savings in paying for treatment and livelihood at the hospital at Purulia. Many of their families have become destitute.

The Jamshedpur Rotary Club has been assisting a few such cases with donations and the members of the Club have made contributions towards a fund established for this purpose. The fund is not large enough, however, to cover all the needy cases.

(The Tisco Review, Jamshedpur, July 1942 issue) ✓
+

Industrial Disputes

4

Adjudicator's Award in Bombay Tramway Dispute. ✓

The Hon'ble Sir Robert Broomfield, Adjudicator appointed by the Government of Bombay on 29-5-1942, under sub rule (1) of Rule 81A of the Defence of India Rules, to adjudicate the trade dispute between the Bombay Electric Supply and Tramways Company Ltd., and its employees, has given his award on the dispute; a brief summary of ~~the~~ award is given below:

(1) War and Dearness Allowance.- The Adjudicator recommends that, in future, the old war allowance should be treated as part of pay in the calculation of bonuses. In principle, this should apply to all employees, but as those engaged prior to 1934 enjoy higher ~~xi~~ scales of pay and 'basis' it would not be unfair if this concession were to be held inapplicable to them. With regard to dearness allowance, it is recommended that the scale in force up to the end of April 1942, should be extended so as to cover the same cost-of-living index numbers as the scale now sanctioned by the Millowners' Association, Bombay. The rates for the index numbers above 135 should be worked out, so that they bear a similar proportion to the Millowners' Association rates as in the case of the index numbers below 135. The allowance should be paid at these rates with effect from May 1942, deducting what has been paid already.

(2) Leave with Pay.- With regard to the demand of the workers for ~~leave with pay for one month annually~~, the Adjudicator recommends that the practice of giving leave pay in lieu of leave with pay should be discontinued. All those entitled under the present rules either to leave with pay or leave pay for 15 days should be given leave with pay for that period. This leave should be allowed to be accumulated for a period of three years.

(3) Over-time Work.- The calling up of employees for duty on their off-days should be avoided as far as possible. If it is unavoidable, says the recommendation, payment should be at the present rates plus one-fourth for work which is less than full duty. For each full day worked on an off-day, payment should be at the present rates, but the employee should be allowed in addition one day's leave on half pay to be added to ~~his~~ his leave account. The above is subject to the proviso that the off-day is duly earned under the rules.

(4) Sick Leave.- With regard to the demand of the workers for sick leave with pay, the Adjudicator says that the best method of providing for sickness and the extent to which employers of labour can be expected to bear the burden are difficult and complicated questions as pointed out by the Royal Commission on Labour in India. There is a good deal of force in the Company's argument that the grant of any such privilege as that now demanded would increase the evil of absenteeism. Among the many facilities provided by the Company are free medical attention (five doctors are employed) and free medicines. The Adjudicator was not prepared to make any recommendation under this head.

Government Order on Award.- The Government of Bombay have accepted the recommendations of the Adjudicator and have ordered that the said award shall be in force and shall bind the Company and its employees for four months from the date of publication of the award, provided that it shall remain in force for the duration of the war save in so far as it is determined by notice in writing given

5
by or to the Company to or by the representative of any section of
the Company's employees in the manner specified in the Government order.

(Industrial Bulletin of the Employers'
Federation of India, dated 13-7-1942.) ✓

6

Holidays

Holidays with Pay:
Views of Millowners' Association, Bombay, on Government
of India's Proposals. ✓

Reference was made at page 1 of our May 1942 report to the draft Bill prepared and circulated for opinion by the Government of India regarding holidays with pay for industrial workers. The following views on the proposals have been expressed by the Committee of the Millowners' Association, Bombay:

The Committee reiterated the views expressed by it in 1935 and 1937 on the I.L.O. proposal and Draft Convention and Recommendation on the subject, namely, that though from a strictly humanitarian point of view, nothing could be said against the general proposition, it was ~~for~~ ~~seasons set forth in the latter~~ neither practicable nor desirable from the point of view of the peculiar conditions obtaining in the Bombay cotton mill industry. (Vide pages 33-35 of our September 1935 report). The Committee also drew the attention of Government to the discussions which took place at the Conference of Industrial Employers convened by the Labour Member in January 1942. At this conference, the representatives of employers were of opinion that there should be no legislation for holidays with pay, holding the view that while ~~holidays with pay would increase the cost of production~~, there would be no corresponding benefit to labour. They also pointed out that at present, as the workers took long holidays during the year to go to their villages for family and festive occasions, the need for the amenities proposed had not been made out. The Committee of the Association entirely agreed with the position taken up by the employers' representatives at the abovementioned conference. The Committee, however, has pointed out once again that Government and employers must, for the time being, concentrate their efforts on winning the war, and that consideration of questions of a controversial nature or involving social and labour legislation should be postponed till peace is restored. Social and industrial welfare schemes involving financial outlay should be considered under normal conditions when a precise estimate of the industry's capacity to pay could be made. Discussion of such matters, in the midst of a war, was not only calculated to create unpleasantness between the employer and the employed, but would interfere with war output.

(Excerpts from the Proceedings of the Committee
of the Millowners' Association, Bombay, for
June 1942.) ✓

Holidays with Pay Legislation:
Views of Bombay Chamber of Commerce. ✓

Reference was made at page 1 of our May 1942 report to the proposed amendment of the Factories Act, 1934, with a view to secure holidays with pay for non-seasonal industrial workers. The following views have been expressed on the proposal by the Committee of the

Bombay Chamber of Commerce:

It was presumed in the first place that the provisions of the Bill were intended to apply only to permanent labour, paid on a monthly basis, and on this assumption the Committee welcomed the fact that the proposed legislation was to be of an all-India nature to be introduced by the Central Government and in general principle and on humanitarian grounds were prepared to support the Bill. It, however, warned Government of the danger inherent in adding to the considerable burdens already borne by industry in the recently introduced benefits such as wage increases, cost of living bonuses, the provision of grain shops, etc. These burdens, while very heavy at the moment, were possibly justified during the war period, but from a practical point of view they might tend to overload industry to an impossible extent in times of peace.

Accumulation of Holidays.- In regard to the provision that holidays if not taken within the year will lapse, the Committee was of opinion that if the employer was willing to allow accumulation of holidays, then labour should not be debarred from obtaining this benefit, though it might preferably be confined to a maximum of two years' accumulation. The Bill did not deal sufficiently adequately with the right of the employer or the employee to fix the dates of the holidays prescribed, and it was suggested that a clause should be added to the effect that workers would be allowed holidays at a time to be fixed by the employer but within twelve months of the date after which it was earned, unless the employee wished, and the employer agreed, to the employee accumulating his holidays with pay beyond the year.

Compensatory Holidays.- The Committee considered that the clause granting a compensatory holiday in the case of a worker being deprived of the regular weekly holiday, while perfectly acceptable in peace time, would require modification in war-time; exemption under this clause should be granted to factories on essential war work.

Absence without leave.- Under Clause 49B (I) a man was not entitled to holidays if he had been absent without leave even for one day, but this was by implication only. It was suggested that this point should be covered by stipulating that any absence without leave should be deducted from the period of leave to which a worker was entitled.

(Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during June 1942).

Progress of Scheme for Labour Officers in Bengal
Jute Mills. ✓

Started as an experimental measure in 1939, the Indian Jute Mills Association, Calcutta, has developed a Labour Officer scheme. There were, at the close of 1941, five Labour Officers appointed by the Association. As originally planned, the Association's Labour Officers had two distinct duties to perform. One was in connection with inspection of looms and working hours as necessitated by working time agreements. This part of their work has always been subordinate to the real purpose of their appointment. The chief object has been to harmonise relationship not only between employer and employee, but to co-ordinate all actions in this regard and induce a greater measure of collaboration between the Government, functioning through the Labour Commissioner and his officers, and Managing Agents, Trade Unions and all other cognate interests.

Main Activities of Labour Officers in 1941.- The more important activities of the Labour Officers in 1941 were:

1. Anti-Profiteering Work.- Enquiries and regular reports on the prices of food current in the bazars functioning in the vicinity of jute mills have been supplied by the labour officers. They also worked in collaboration with the Controller of Prices, and any flagrant abuses were immediately reported with a view to correction. A survey is at present being made of all the bazars in the industrial areas in the matter of supplies of food and prices, in order to take a systematic stock of the position affecting jute mill workers as it now rests and to prepare for any contingency that may arise in the near future.

2. War Propaganda.- War propaganda forms one of the main items of work engaging the attention of all labour officers. This work has recently been intensified. Some of the labour officers have devoted a great deal of time collaborating with the Director, A.I.R., to present suitable programmes in the vernacular to labour twice weekly.

3. Drive against Bribery.- An anti-bribery campaign, supported by mill managers and strongly commended by the Government, has been afoot for some time, and much has been done to eradicate this evil practice from some mills. Unfortunately, the continuance of the Sirdari system in certain mills is a strong deterrent to these efforts and investigations, which are still proceeding, would seem to indicate that only in its complete removal will it be possible to conduct this attack on bribery to a successful issue.

4. Improvement of Labour Conditions.- In July 1941 the Bombay Mill Owners' Association published a booklet entitled 'Recommendations on Labour Matters.' This was made the subject of very careful study by the Association, aided by the first hand experience of labour officers particularly in its application to jute mills in Bengal. The whole matter is under review at present and it is hoped in the near future to embody some of its salient suggestions in regard to standardisation of important items like wages, appointments, etc., not already governed by Legislation, in a circular to be issued to member mills. This study is being linked with a review of cases of grievances reported

9

by the labour officers, with the purpose of studying the labour problem in all its aspects and removing by anticipation the causes which disrupt the life of workers and disturb industrial relations.

(Annual Report of the Committee of the Indian Jute Mills Association, Calcutta, for 1941). ✓

Budlis (substitutes) System and the working of the Labour Bureau in Bengal Jute Mills in 1941. ✓

In the interests of the jute mill industry as a whole and to systematise all labour problems, in deference to the wishes of the Labour Minister of the Government of Bengal, an attempt was made by the Indian Jute Mills Association in 1941 to have a common and reliable system in the matter of employment of all labour, particularly where it affects budlis (substitutes). The Bombay Millowners' Association, at the request of the Jute Mills Association, furnished details of their study of this problem, and the procedure for the regulation and employment of budli workers which has been operating successfully among the Bombay mills. All member mills that had already instituted labour bureaux were requested to give the Association relevant information in regard to the aims, working and success of their bureaux.

The replies received were encouraging and the Association decided to recommend the establishment of labour bureaux in mills which have not already done so. It was felt that this will not only prove beneficial to them, but will, in co-ordinated and united action on the part of all mills, contribute in no small measure to the ideal aimed at by the Association, namely, the preservation of harmonious relationships between employer and employed and stability amongst labour.

(Report of the Indian Jute Mills Association for 1941). ✓

ECONOMIC CONDITIONS

Trade of India in 1940-41* ✓

10

General World Conditions.- The review of the Trade of India for 1940-41 opens, as usual, with a general review of the repercussions of the war on economic conditions. It is pointed out that in the course of the year under review, the complexity of economic control has greatly increased and it has now assumed forms in the two main belligerent areas which will profoundly affect the structure of business enterprise in the future. Both Germany and the United Kingdom - the former at an earlier date than the latter - are proceeding in the direction of the compulsory "rationalisation" of all business, that is, the concentration of production in the fewest possible units so as to direct supplies of man-power into purposes more directly connected with the war effort. It is to be doubted whether, at the end of the war, it will be possible to remove, at once, or even after the lapse of a considerable period of time, the controls which were imposed even in the earlier phase of the war. But the later controls are affecting, not only the framework within which business enterprise must operate, but the substance of business enterprise itself. So far as the element of control is concerned, it must be pointed out that, taking the world as a whole, it is the change of scale and of objective rather than the fact of control, which is the characteristic feature of the war situation. There is still a considerable difference of degree in the intensity of control in different parts of the world, though there is nowhere a reluctance to adopt further measures should occasion demand.

Repercussion on Trade.- The occupation of Europe by the enemy has necessarily meant a drastic decline in the volume of overseas trade conducted by Europe as a whole and though there is some possibility of finding alternative markets, the possibilities are necessarily limited by the growing intensity of the war at sea and consequential reduction in the volume of shipping available, as well as by the diversion of shipping to military purposes. The economic consequences of this situation have necessarily been a pressure on the price level and, therefore, upon the volume of the national income in those countries dependent largely upon exports. The South American countries, the African tropical areas, and to a lesser extent other areas have been affected by the circumstances, and both the British and American Governments are actively canvassing the further possibilities of ~~medical~~ remedial measures,

Agricultural Conditions.- Agriculture in India was subjected to two opposite tendencies during the year under review. While a considerable degree of expansion had taken place in the industrial sphere which was bound to lead to a substantial increase in the domestic consumption of primary products, there was simultaneously a heavy accumulation of surpluses in respect of several commodities which could only be absorbed at a severe sacrifice in prices. The dream of war prosperity seemed almost to melt away so far as Indian agriculture was concerned, after the months of May and June 1940 which witnessed an alarming drop in the prices of raw materials. The country was brought to the verge of a serious agrarian crisis in respect of

* Review of the Trade of India in 1940-41. Published by Manager of Publications, Delhi. 1942. Price Rs. 5-12-0 or 6s. pp.287.

11

certain commodities like jute, groundnuts and sugarcane which were burdened with enormous surpluses. A substantial part of the export business was lost as a result of the closure of important European markets from June onwards, while trade with other countries also was severely hampered by the scarcity of freight. Business confidence was rudely shaken by these events. In a state of nervousness, the markets came to attach an exaggerated degree of importance to the accumulation of stocks at the ports caused by a temporary lack of shipping facilities, and the possibility of such stocks being damaged by enemy action. Among other things, three important factors, which were almost completely overlooked in the initial state of panic, helped to restore business confidence. In the first place, it began to be realised that the rise in industrial activity which had come about as a result of the dislocation of import trade and the stimulus of war orders, was absorbing an increasing proportion of the domestic supply of raw materials. Secondly, the loss of export trade due to the closure of European markets was being partially made up by increased exports to Empire countries. The third factor which was equally important in strengthening the confidence of the markets was the increasing evidence of the desire on the part of the Central and Provincial Governments to help the primary producers in his temporary emergency.

Industrial Conditions.- The first quarter of 1940-41 was crowded with momentous developments. Starting with the German invasion of Norway in April 1940 and culminating in the fall of France in June, the succession of events in the political sphere created a psychological situation which afforded little encouragement to industrial enterprise. Prices of manufactured articles steadily receded from April to August when on an average they stood barely 10 per cent above the pre-war level. With the growing shortage of shipping, the outlook of the export trade looked gloomy, while apprehensions were felt with regard to internal demand also owing to the rather precipitous fall in the prices of agricultural commodities which took place during this period. The jute mill industry was perhaps the worst sufferer from this sudden turn of events, though its reactions were felt by almost all industries in a varying measure. It was not till September, 1940, that the markets were able to get over completely the psychological effects of the loss of European markets. From September, prices of manufactured articles resumed their upward trend which was maintained till the end of the year. This rise in prices was the combined result of a variety of factors such as the receipt of further Government orders, the improved situation in the jute mill industry, the seasonal revival of demand for cotton piecegoods and the institution of a stricter Government control over the affairs of the sugar industry. In March 1941, prices of manufactured articles stood on an average 32 per cent. above the pre-war level and were only slightly lower than the level prevailing a year earlier. Reviewing the year as a whole, Indian industries, with a few exceptions like jute and sugar, can be said to have enjoyed fairly satisfactory conditions during 1940-41. This is corroborated by the various indicators of business conditions, ~~which are discussed below.~~

Industrial Profits.- Between 1937 and 1940, the index of industrial profits rose from 61 to 112 - a rise of 84 per cent. The index for 1940 is provisional, as accounts of only 129 companies were available for that year, but it is more than probable that when complete data are available, profits declared in 1940 may still show a substantial gain over those declared in either 1938 or 1939. The trend of this index is largely governed by the figures relating to

cotton mills, jute mills, iron and steel, and paper; all these industries were in a fairly prosperous state in the latter quarter of 1939 and in the early part of 1940. Though the boom which developed in the first four months of war was largely speculative in character, there is no doubt that it helped some of these industries to clear away a substantial part of their accumulated stocks.

Industrial Prices.- Prices of industrial products were on an average at about the same level in 1940-41 as in 1939-40. In spite of this apparent similarity, however, the price situation was distinctly healthier during the year under review than in the preceding year. The high prices which prevailed during the first four months of the war were largely due to a speculative boom and it was the sudden end of this boom in January 1940 that started the recession which was later aggravated by the loss of European markets. From September 1940, the prices of manufactured articles resumed their rising tendency and every successive month till March 1941 saw the prices attaining a higher level. On this occasion, the rise was due to a genuine revival of demand and had less of the speculative element in it. The price situation was thus distinctly more stable during the year under review and reflected a healthier state of affairs than in the preceding year.

Industrial Production.- High prices, reduction in imports and a more or less continuous flow of war orders combined to produce a favourable situation for Indian industries and the effects of these factors were further reinforced by their secondary influence in augmenting the home demand. During the year 1940-41, the output of cotton piecegoods in India increased to 4,269 million yards as compared with 4,012 million yards in the preceding year, showing an increase of 6 per cent. The cotton mill industry was kept fully active during the year under review and had to resort to double shift working on a large scale. The growing demand for all kinds of iron and steel involved a further increase in the output of that industry. Coal raising increased to 29 million tons in 1940, a level which was not attained in the past ten years. The paper industry also kept pace with the rising tempo of industrial activity, the output of paper in India rising to 1,753,000 cwts. its highest level since 1928-29, as compared with 1,416,000 cwts. in 1939-40 and 1,184,000 cwts. in 1938-39. The two important exceptions to this general trend towards expansion of output were jute manufactures and sugar. The production of the former declined by 14 per cent. and that of the latter by 13 per cent. as compared with the preceding year. In both cases, a reduction in output was forced upon the manufacturers by the heavy stocks carried over from the previous year. With these exceptions, however, industrial production in India was maintained at a greatly accelerated rate during the year under review as compared with the preceding year.

Apart from the major industries for which production statistics are available, a large number of other industries received a powerful stimulus as a result of the conditions created by the war. The work done by the Supply Department is of very great interest in this connection. During the year 1940-41, the total value of orders executed by the two purchasing organisations of the Supply Department amounted to Rs. 730 millions. The orders placed by the Supply Department have encouraged the production of a number of industrial articles which were never produced in India before or were produced only in limited quantities. The chemical industries

in India are, for example, being rapidly developed to meet war requirements.. A large number of items of medical supplies which were so far imported are now being made in India. Considerable progress has been made in the production of armaments and munitions, as will be seen from the fact that out of some 40,000 items required by the Defence Services, 20,000 are already being manufactured in India. It has been proved that India is capable of supplying small naval vessels. The output of metal and mineral industries has considerably increased in recent months. The Indian glass industry has recently expanded in several directions and several new types of glass articles are being produced and exported.

The researches made under the auspices of the Board of Scientific and Industrial Research have also contributed to the progress of industries in a considerable measure. The Board has already evolved several new industrial processes and the Government of India have set up a body called Industrial Research Utilization Committee to devise ways for the commercial exploitation of such processes. The more important among these processes are: laminated paper fibre board; air foam solution; dry cell manufacture; resin impregnation of wood; manufacture of glass substitutes which possess fire-resisting capacity and are of great advantage in war zones where aerial bombing cause damage from flying pieces of ordinary glass panes; the utilisation of bhilwan nuts, from which oil is extracted in the C.P. and South India for use in paints and enamelling; and manufacture of luminous pigments and paints.

Industrial Disputes.- The total number of strikes during 1940 was 322. The number of men involved was higher than in the preceding year, being 453,000 as compared with 409,000 in 1939. The number of working days lost was, however, considerably higher, being 7,577,000 as compared with 4,993,000 in 1939. The two industries to suffer most from strikes were cotton and jute. They accounted for 42.2 per cent. of the strikes, 73.2 per cent. of the workers involved and 79.8 per cent. of the loss of working days. In 211 disputes, the chief demand related to wages or bonuses.

Money Market.- In some respects, the period since April 1940 presented a sharp contrast to the six months preceding. The earlier period was characterised by fluctuations in interest rates (the inter-bank call rate rising to $1\frac{1}{2}$ per cent. in March 1940), by increases in bank advances against stocks, shares and commodities accompanied by only a small increase in deposits. The period since April 1940 witnessed an antithesis of these conditions. In April, the call rate was quoted at $1\frac{1}{4}$ per cent.; it fell to $\frac{1}{2}$ per cent. in May, but the wave of hoarding which set in after the German invasion of Belgium and ~~the~~ Holland induced banks to increase their liquidity and the rate hardened to $3\frac{3}{4}$ per cent. in June. In July, the market again became slack and from August to December 1940, the rate hovered round $\frac{1}{4}$ per cent. with slight fluctuations. The advent of the busy season made little impression on the call rate, which remained practically unchanged till the end of March 1941, though the decline in bank advances was arrested from January 1940. From January to March 1941, a part of the reduction in bank advances which had taken place since June 1940 was made up.

Rupee-Sterling Exchange.- India's exchange position was, on the whole, favourably influenced by war conditions. The actual volume

14

of exchange transactions was, however, very small and for the major part of the period under review, the exchange market presented a dull and inactive appearance. Throughout the year under review, the Reserve Bank continued to accumulate sterling balances. Towards the end of the year, however, the rupee-sterling exchange suddenly weakened, owing to the emergence of a large remittance enquiry to pay for the silver purchases made in London and the psychological effects of the reduced favourable balance reported for February 1941. The Reserve Bank, however, promptly met all the requirements of the market and the rate then steadied up. The technique of British exchange control was further elaborated during the year under review. Broadly speaking, exchange control was directed towards two main objectives, namely, making the official rate effective and conserving the foreign exchange resources. All these regulations, designed by the Bank of England for making the official rates of exchange effective, were enforced in India also with modifications wherever necessary to suit Indian conditions. Among the measures taken during the year under review for achieving the conservation of foreign exchange resources, the control of imports from hard currency countries was perhaps the most important. The system of import restrictions was introduced on 20-5-1940. The other measures designed for the conservation of foreign exchange included a complete ban on the sale of securities owned by residents outside the sterling area, and a stricter control over remittances to hard currency countries. Following the British example, the authorities in India also took steps to mobilise the ~~dollar exchange~~ holdings of private individuals for Government purposes. Among other measures taken during the year under review for tightening the control over the exchanges was the prohibition of the imports of Bank of England notes since August 1940.

Trading Conditions.- The remarkable improvement in India's foreign trade position witnessed after the outbreak of war was not fully maintained during the year under review and the recorded values of both exports and imports were lower than in the preceding year. The spread of war in Europe and the Middle East meant the virtual cessation of trade with a number of countries, while trading with countries which were still open was subjected to most trying conditions arising from an acute shortage of shipping, a phenomenal rise in freights and insurance rates, the complicated net-work of exchange and trade restrictions set up in almost every country and, above all, the uncertainty created by the political situation in Eastern countries. There were other factors also at work. In the first place, the relatively greater reduction in exports was partly due to the price factor. The blockade of a highly industrialised area like Europe affected the demand for raw materials to a much greater extent than that for industrial products and this in addition to the fact that unlike export values, import values were inclusive of freight and insurance tended to depress the prices of export articles in comparison with those of imported articles. Moreover, the shortage of freight space itself naturally affects the value of exports much more than that of imports as the latter are mainly composed of industrial products and, therefore, occupy less space per unit of value. But it must be remembered that since the outbreak of war, exports from India by Government for defence purposes are not recorded in the trade returns and since India has been exporting vast quantities of materials and foodstuffs to different theatres of war, the actual value of exports is

considerably higher than the recorded figures. Thirdly, during the year under review, a ~~part~~ large part of the loss due to the closure of European markets ^{was} made good by increased exports ~~of Indian~~ ~~merchandise~~ to Empire countries and the U.S.A. Fourthly, one must not overlook the remarkable increase which took place in the domestic consumption of certain commodities during the same period. Raw cotton is a case in point. The production of such commodities were at least partly compensated for their loss of export markets. The total value of India's exports to all countries including Burma in the year under review amounted to Rs. 1870 millions as compared with Rs. 2040 millions in the preceding year and Rs. 1630 millions in 1938-39. The value of imports showed a relatively smaller reduction, amounting to Rs. 1570 millions as against Rs. 1650 millions in 1939-40 and Rs. 1520 millions in 1938-39. The nominal balance of trade in merchandise was adversely affected; the total favourable balance of trade for 1940-41 amounted to Rs. 420 millions as compared with Rs. 490 millions in 1939-40, though it still remained considerably higher than in 1937-38 or 1938-39 when it amounted to Rs. 160 millions and Rs. 170 millions respectively.

Balance of Trade.- The merchandise balance of trade in favour of India decreased to Rs. 421.3 millions as compared with Rs. 488.2 millions in the preceding ~~year~~ but showed an increase of Rs. 247.3 millions as compared with 1938-39. It must, however, be noted that exports do not include the value of stores exported abroad for Defence purposes. Similarly, imports also do not take ~~into account goods imported~~ for Defence Services in India, but the exclusions on the export side are the more serious statistical omission. India's net exports of gold amounted to Rs. 114.7 millions as compared with Rs. 346.8 millions in the previous year and Rs. 130.6 millions in 1938-39. Imports of silver were also lower at Rs. 16.2 millions compared with Rs. 47.4 millions in the preceding year and Rs. 17.5 millions in 1938-39. The balance of transactions in treasure was, therefore, Rs. 101.7 millions as compared with Rs. 302.8 millions in the preceding year and Rs. 118.9 millions in 1938-39. If the transactions in treasure are added to those in merchandise, the total visible balance of trade in favour of India amounts to Rs. 523 millions as against Rs. 791 millions in 1939-40, and Rs. 292.7 millions in 1938-39.

Quantum of Trade of India.- During the year under review, the import trade suffered a relatively greater reduction in volume than the export trade, the reduction being 20 per cent. in the case of the former and 16 per cent. in the case of the latter as compared with the previous year. In terms of value, on the other hand, the reduction was greater in the case of exports, amounting to 8 per cent. as compared with 5 per cent. in the case of imports. This is partly explained by the divergent trends of the prices of imported and exported articles, the former having risen to a much greater extent than the latter.

Trade Restrictions.- The system of ~~trade~~ export restrictions was introduced shortly after the outbreak of war. Its object was two-fold, namely, to ensure that supplies did not reach the enemy by indirect channels and to conserve supplies of all essential articles, whether for the requirements of this country or those of the Allied Powers. Exports of certain articles were completely prohibited and those of certain others were permitted only under licence. In

cases where the ruling considerations were those relating to economic warfare rather than to supply problems, it was provided that no licences were required if the articles were consigned to or destined for any part of the British Empire including Mandated Territories. The system of export restrictions underwent many changes during the year under review. Import restrictions were introduced on the 20th May 1940, with the object of conserving the foreign exchange resources of the country. The list of commodities affected by the restrictions originally covered 68 items among which the most important were sugar, raw cotton, motor vehicles and silk piecegoods. The list was later extended, the principal additions being dyestuffs, potassium bichromate, iron and steel, provisions and oilman's stores, aluminium, paints and colours, paper and pasteboard and newsprint. The commodities were selected as being among those the consumption of which could be kept within limits without damage to any essential interest, having regard in particular to the extent to which supplies from some countries could be replaced by Indian products or by goods imported from other countries in respect of which the foreign exchange problem was less acute. The object was not to prohibit imports of these commodities altogether but to control them by means of a licensing system. ✓+

Economic and Industrial Conditions in India in 1941*
Effects of War Conditions. ✓

The following information about economic and industrial conditions in India during 1941 is taken from the Annual Market Review for 1941 issued by Messrs. Fremchand Roychand & Sons Ltd., a leading firm of stock-brokers of Bombay:-

Political Background.- The calm which had prevailed in India during 1940 persisted throughout 1941, with occasional rumblings in the air. The political impasse between the British Government and the major Indian political parties continued. The Viceroy, after a whole year's careful consideration, announced the expansion of his Executive Council by adding a few non-official Indians to it. Political prisoners, mostly belonging to the Congress party, were released, but, contrary to official expectation, they did not line up with the war effort in absence of any clarification by British about India's claims. The particular exclusion of India from the Atlantic Charter brought about even more resentment, since it was manifest that the Charter was applicable to countries overrun by the Axis countries alone and not others. In view of Japan's successful attack on Anglo-American interests in the Far East and the need for securing India's unstinted voluntary aid for the prosecution of the war, Sir Stafford Cripps undertook a political mission to India in the first quarter of 1942, but his proposals, which had more of a post-war ring than any present adjustment, did not satisfy India and the Mission failed.

*Annual Market Review, 1941. Fremchand Roychand & Sons, Limited, Bombay. pp.114

The Indo-Burma agreement, over which much breath and more ink was utilised, when actually accomplished, brought about violent dissatisfaction from all Indian parties and considerable modification regarding immigration rights were sought. Negotiations with Ceylon were undertaken with greater caution, but no results were reported till the end of the year. The Eastern Group Supply Council, which was inaugurated with much fan-fare at the end of 1940 settled down to its business by the turn of the half-year.

Rise in Prices.- After the steep rise in prices which followed the war there was a general decline from February 1940 to September 1940. This was due partly to a dislocation of normal trade channels, to export restrictions, as well as to the loss of important overseas markets. But the most important factor was the disharding which took place during that period. The expected scarcity had failed to materialise and there was a deviation in the upward trend of prices. During 1941, however, and actually since the last quarter of 1940, there was a steady rise in prices, despite the fact that a great many important markets were lost. Most of Continental Europe was closed and so was Japan after July 1941. There were greater export restrictions and the problem of freight was also acute. Yet there was a definite upward trend in prices. No index numbers of wholesale prices for All-India are available since they were discontinued after July 1941. The index number of wholesale prices in Bombay (Base: July 1914 = 100) steadily and consistently went up from 117 in January to 180 in December, and was rising in 1942 also having gone up to 196 in April. Other centres also showed marked increases. In Calcutta the index number (July 1914 = 100) shot up from 117 in January to 158 in December, and in Cawnpore the index number (1913 = 100) progressively advanced from 92 in January to 129 at the end of the year. This rise in prices could be ascribed mainly to the evergrowing demand from the Government, since India, because of her geographical position as well as her natural agricultural wealth, became the largest source of supply for the British armies east of Suez. This increasing demand was not confined to the same articles; but the number of articles the Government required was also increasing as other sources of supplies were cut off.

Rise in Cost of Living.- Concomitant with the rise in wholesale prices could be discerned an uptrend in the cost of living from month to month. The working class cost of living for Bombay (Base: year ended 1934 = 100) went up from 117 in January to 131 in August and thereafter varied between 125 and 129 till the end of the year, but was markedly accelerating in early 1942 and stood at 142 in May. This was laible to vary according to places, but the trend was unmistakable. The following table shows the working class cost of living index numbers in other places:-

	Base Period	January 1941	December 1941	April 1942
Ahmedabad	Year ended July 1927	79	99	99
Jamshedpur	Avg. of five years pre- ceding 1914.	118	149	..
Sholapur	Year ended January 1928	77	99	99
Nagpur	January 1927	71	87	88
Jubbulpore	January 1927	69	89	89

It is generally difficult to decide whether higher prices are the cause of the rise in the cost of living or the effect. But in India since Government needs were far greater than ever before and they were responsible for the increased demand, it may be inferred that the rise in prices was primary and the increase in the cost of living was secondary. This does not necessarily imply that inflation has come, but it can certainly be said that unless a timely check is put to this vicious spiral of rising prices and rising costs it is likely to lead to inflationary conditions.

Price Control.- With a view to check the rise in prices and the cost of living various direct measures of price control were introduced by the Government - both Central and Provincial - during the year under review. This was in marked contrast to the policy pursued during 1940, when direct control was more of an experimental measure and actual control was mainly achieved by withholding Government purchases till prices reacted to a level favourable to them. Government demand during 1941, however, was so urgent and so varied that they could not afford to adjust prices by deferring purchases. The result was that direct measures of price control had to be introduced, but unfortunately, in a large number of cases, they failed to achieve the purpose for which they were intended. In the first place, Government lacked the machinery to impose and enforce a rigid price control system, because of the very vastness of the country, if for no other reason. Consequently price control had to be of a very elementary pattern i.e. of merely fixing ~~maximum~~ prices. This, in its turn, drove stocks of supplies underground and gave rise in some cases, to large black markets. The scarcity thus created brought about apprehensions in the minds of the public, who, wanting to be assured of uninterrupted fulfilment of requirements, amassed larger stocks of commodities in daily use. This further accentuated conditions of scarcity and great hardship was in store for the vast majority of the population who could not afford to store up supplies. Those who wanted to be assured of controlled commodities naturally turned to the black markets, with the result that prices went on soaring higher and higher. Another important development followed which complicated the entire problem. Since only some of the commodities were controlled, there was a tendency to hoard those other commodities which were still uncontrolled, in the fear that they may be brought under control at a later date. This fear pushed up prices of uncontrolled articles and they, in turn, had to be controlled. Here was a vicious circle which was but inevitable since the measures devised as they were could not but defeat their own purpose.

Industrial Conditions:

Stimulation of Industries.- The entire industrial front in India was dominated, as would be expected, by the factor of war, throughout the year under review. The close of 1940 had seen some signs of recovery in the principal Indian industries and a feeling of optimism prevailed in the commercial community at the opening of the year 1941. Both cotton textile and jute were turning the corner. Substantial orders were placed by the Indian Supply Department with both these industries which registered a striking recovery as compared to the previous year. The iron and steel industry was already on a war time footing. Other industries like sugar, tea, paper and cement were maintaining their level of production.

Labour Conditions: Comparative Place in Industry.- Barring a few solitary instances there were no strikes and the labour situation

had on the whole remained surprisingly stable throughout. In a few emergencies the Government saved the situation by declaring certain ~~services~~ services as essential services and applied the Defence of India Act for maintaining these services. During the nine months ended 30th September 1941 the loss of working days amounted to 2,595,665 as against 7,333,773 days during the same period in 1940. This favourable industrial outlook was reflected in the index number of variable yield securities which went up steadily from 119.3 (Base 1927-28 = 100) in December 1940 to 151.6 in November 1941, but slid back to 132.1 in December after Japan entered the war.

Factors Retarding Production.- (a) Scarcity of Trained Personnel and Shortage of Mechanical Equipment.- In spite of the seemingly satisfactory picture, there were two bottle-necks in the main which retarded industrial activity in general. These were (1) a scarcity of trained personnel and (2) a shortage in mechanical equipment. With a view to affording some measure of relief in the former a scheme was inaugurated early in the year, under which small batches of Indian technicians - dubbed as Bevin Boys after the British Minister of Labour - were sent to Great Britain for training in industrial centres for short periods. As regards the latter, mechanical equipment, there were various difficulties such as lack of shipping space, the need for conserving exchange, to say nothing of the urgency of those very materials for defence measures in both the United Kingdom and the U.S. - the only sources of supply.

(b) Lack of Cooperation between Government and Industrial Interests.- On this point, the report says: "In spite of these handicaps industrial activity had undoubtedly increased. But much more would have been achieved had there been a little more co-operation and co-ordination between the authorities and the various industrial interests. A lack of this resulted in holding up of production because the essential equipment could not be procured in time or the necessary exchange facilities were denied. In the press, on the platform and even in the Central Legislature there was stringent criticism of the sluggish behaviour of the Central Government and this gave rise to a widespread impression that the all-pervasive "Red Tape" in this country had assumed a particularly deep vermilion hue. A feeling of a constant lack of encouragement from the official side remained the dominant note. Although ship-building and aircraft assembling made small beginnings, all attempts at establishing anything like heavy industries met with serious handicaps, not only under the pretext of present needs but also out of post-war considerations. The official attitude is best described by the following extract from the Railway Gazette of London describing Mr. Locock's views on industrialisation in the Eastern countries. Mr. Locock was a member of the Eastern Group Council. The Railway Gazette writes: 'Mr. Locock holds the view that no steps have been taken to expand production as a result of the Mission's visit which are not essential for war purposes, and that on the whole post-war interests of British industry are not likely to suffer so greatly as was at one time expected.' All this necessarily prevented new construction while holding up production in existing plants."

(c) Fear of 'Scorched Earth' Policy and Absence of War-Risk Insurance Schemes.- Added to these were the twin factors of fear of 'scorched earth' policy and the absence of a war-risk insurance scheme to be applicable to industries (The Government of India promulgated a

an Ordinance on the 7th of April 1942 outlining a comprehensive insurance scheme for factories.). The report says: "On the one hand leading Indians felt that they were not even consulted in the vital affairs of their own country and naturally they stood aloof. On the other hand, when it came to the question of sacrifices and not privileges, they were asked to contribute both freely and fully. The result was a lurking doubt in the public mind. The Government, on their part, expected the public to throw in their full weight for the side which stood for the people. If the people unhesitatingly showed on which side they stood, the spoils of victory will be divided in proportion to the effort. In this tug of war it was the cause, which both the sides had at heart, that necessarily suffered. This was not at all a satisfactory state of affairs. India which was to be a future base of operations and which was to be turned into an Eastern arsenal for the Allies should not be allowed to lag behind in industrial activity. Its man-power and material resources would be of inestimable value to the Allied Nations. India's productive capacity must be encouraged to reach its full stature without any official hindrance. Even the appointment of an Indian as the Supply Member in the Viceroy's Executive Council could not bring about the removal of friction which is essential for all healthy functioning of machinery. It was again with very high hopes and some misgivings that Indian industry watched the efforts of the American Technical Mission in the earlier half of 1942. At the time of going to press Dr. Grady's recommendations were being avidly studied. If India was to be truly geared up for wartime production, the year 1942 would call forth a gigantic effort to meet the situation." ✓

NAVIGATION

INDIAN SEAMEN DEMAND SEAMEN'S WELFARE BOARD:
Resolutions of Calcutta Meeting. ✓,

A mass meeting of Indian seamen, representative of the Indian National Maritime Union, the Indian Quartermasters' Union, the Indian Sailors' Union and the Bengal Saloon Workers' Union was held at Calcutta on 19-7-1942 under the presidentship of Sir Abdnl Halim Ghuznavi, M.L.A. (Central). In the course of his presidential speech, Sir Abdnl praised Indian seamen for their meritorious work in wartime and believed that with the establishment of Indian shipping companies the conditions of their service and life would steadily improve. While pointing out that they had no intention of embarrassing the liners, Sir Abdnl Halim appealed to them to redress the grievances of the sailors.

Seamen's Welfare Board Demanded.- The meeting resolved that a Seamen's Welfare Board should be constituted, consting of one representative from each of the Unions registered under the Trade Unions Act, a representative of the liners, a representative of the Provincial Government and a representative of the Government of India stationed in Calcutta with powers to arbitrate on and settle seamen's disputes and deal with their complaints. The Chairman of the Board should be the Welfare Officer appointed by the Government.

Rise in Cost of Living.- The meeting requested the liners that, ~~having regard to the dearth of foodstuffs,~~ they should open a co-operative stores for the supply of commodities both to the discharged seamen as well as those who would be on the waiting list at Government controlled prices.

(The Hindustan Times, 21-7-1942.) ✓+

Progress of Trade Unionism in Orissa, 1940-41* ✓

There were two unions in the Province with a membership of 323 at the end of the year ending 31-3-1941, the decrease during the year being 51; ~~the~~ no Trade Union was registered during the year under report, nor was there any case of refusal of registration of any Trade Union. The opening balance of the two unions was Rs. 91-6-0; the total income of the two unions was Rs. 253-6-0, and the expenditure Rs. 206-7-9. The closing balance was Rs. 138-4-3. ✓

Government of India Lifts Ban on Communist Party of India ✓

The Government of India has removed the ban on the Communist Party of India and on its organs: "The National Front" and "The New Age". A Press Note issued, in the third week of July, by the Government announcing its decision, states:-

"The Communist Party of India in its announcements and circulars to party members have recently indicated a change of front and, recognizing this way as a people's war, in which the Indian people must in their own interest make common cause with the united, freedom-loving nations, has decided, if permitted to throw their energies into the task of co-operating with the existing war effort. According to its statement of policy, if the members of the Party are free to act, they will devote all their energies to teaching the people what the war means and organizing them for self-defence and resistance to the enemy. The Government of India welcomes this statement of their intentions and desires that full opportunity should be given to them of putting those intentions into practice. In order, therefore, that they may function legally as a party, the Government of India has decided to remove the ban on the Communist Party of India and its organs: "The National Front" and "The New Age". The Government of India and provincial Governments have already released from ~~such~~ detention or restriction a number of individuals associated with the Communist Party who desire to assist in the war effort. They will continue, and as far as possible, accelerate this process in the light of the policy now adopted.

(The Statesman, 23-7-1942.) ✓

Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926), in the Province of Orissa for the year ending the 31st March 1941. Superintendent, Government Press, Orissa, Cuttack. 1942. Price annas 2. pp. 2.

Number of Unions and Membership.- The Annual Report on the working of the Indian Trade Unions Act in Sind for the year 1940-41 shows that 5 new trade unions were registered during the year and the certificates of registration of 6 unions were cancelled. Thus, on the 31st March 1941, there were 29 unions in the Province. The total membership of the unions increased from 8,733 to 1,1051, that is, 26.5 per cent. The Karachi Fishermen's Union had the highest membership, viz., 1743.

Finances of Unions.- The total income of the unions (including one Federation) during the year was Rs. 25,969 as against the total expenditure of Rs. 29,496. Thirteen unions spent more than their income and 2 unions had a debit balance at the end of the year. In 12 cases, however, the unions had higher closing balances than what they started with. On the other hand, the closing balances of 13 unions including 2 with debit balances, were smaller than their opening balances. The Taxi Motor Drivers' Union and the Karachi Municipal Labour Union had the highest closing balance, viz., Rs. 9,092 and Rs. 5,095, respectively. As regards income, the Karachi Port Trust Labour Union's figures were the highest, viz., Rs. 4,398. The next highest income was in the case of Karachi Warehouse and Transport Workers Union, viz., Rs. 3,390. In case of 9 unions, the only liability was the General Fund. The total assets of all the unions (excluding the Federation) amounted to Rs. 36,760.

Political Funds.- No union maintained a Political Fund under section 14 of the Indian Trade Unions Act and yet in case of 5 unions it was observed that they had spent varying sums out of their General Fund, in connection with the last Municipal elections. As this was ultra vires the law, the unions concerned were warned not to incur any such expenditure in future.

Auditing Accounts of Unions.- Seven unions had their accounts audited by Registered Accountants, 16 by corporate Accountants, while in the case of the remaining 6 unions, the audit had been done by 2 members of each of the unions concerned.

Appeals.- No appeal was preferred under section 11 of Act.

(Press Note No. 252 dated 24-7-1942;
The Sind Government Gazette, Part I,
dated 30-7-1942, page 1705.) ✓

Meeting of General Council of A.I.T.U.C., Bombay, 14-7-1942:
Demand for Increased Dearness Allowance ✓

At the meeting of the General Council of the All-India Trade Union Congress held at Bombay on 14-7-1942, Mr. G.M. Khan presiding, resolutions, among others, expressing grave concern at the "miserable conditions" of workers due to steep rise in the cost of living and urging the Government to take effective steps for controlling prices were passed. The following is the text of the more important resolutions adopted at the meeting:

(1) This meeting of the General Council requests the Government of Madras to set up an impartial enquiry into the cause that led to the opening of fire by the Police on the workers of the Buckingham and Carnatic Mills, Madras, ~~which~~, which resulted in nine deaths and injury to more than 100 workers, and insists that the Government should pay adequate compensation to the families of the workers, died or wounded on account of the opening of fire on the workers.

(2) The A.I.T.U.C. notes with grave concern the tragic plight of workers in the following industries, harassed by unemployment because of dislocation of normal working due to circumstances ~~as~~ resulting from war -

- (i) Bengal Jute Mills from where 30,000 men have been already sacked and another 100,000 are about to be retrenched;
- (ii) Miners in the Coal areas, due to shortage of Railway wagons to carry the coal;
- (iii) Miners in the Kolar Gold Fields;
- (iv) Closing of Mills in C.P. and various other textile centres in Bombay Presidency.

The A.I.T.U.C. urges upon the Government of India and the Provincial Governments to provide alternative employment and adequate allowance for loss of employment, if any.

(3) The General Council of the A.I.T.U.C. views with grave concern the miserable conditions of workers, due to the high and steep rise in the cost of living, profiteering by merchants and middlemen, the ~~inadequate and insufficient system of price-control~~, and the dilatory and indifferent attitude of the Government and the employers in the matter of grant of dearness allowance. The meeting urges upon the Government the urgent and essential need of efficient price-control, checking of profiteering, supplying of commodities at the controlled prices, and automatic increase in dearness allowance to all workers in proportion to the increase in the cost of living.

The Committee fixes the 9th August, 1942, as the All-India Dearness Allowance Demand Day, and exhorts all workers and their organisations in the country to observe that day, holding mass meetings and organising demonstrations.

Joint Tripartite Labour Conference of 7-8-1942. - The General Council approved of the idea of establishing a Joint Tripartite Conference for considering labour questions of All-India importance, and accepted the invitation of the Government of India to attend the Conference to be held on 7th August 1942. It, however, was of opinion that the representation proposed for the A.I.T.U.C., namely, four delegates and one adviser, was inadequate, and suggested that the A.I.T.U.C. may be allowed a delegation of 12, of which 6 may be delegates and 6 advisers.

(The Bombay Chronicle, 16-7-1942) ✓,

Annual Meeting of the Bombay Textile Clerks' Union, Bombay. ✓ 25

The second annual general meeting of the Bombay Textile Clerks' Union, was held at Bombay on 24-5-1942 with Mr. Mandulal M. Mehta in the chair. This Union was formed on 27-4-1940, with the object of bringing together the clerks employed in the textile mills, disseminating ideals of service, brotherhood and co-operation, removing their handicaps and grievances, improving their living and working conditions, safe-guarding their rights and privileges and establishing their civic and political rights by just and non-violent means. It is registered as a union under the Trade Unions Act of 1926, but, in order to ensure its voice being heard, it had to acquire the status of a representative union under the Bombay Industrial Disputes Act, 1938. And to acquire this status, it must have a membership of not less than 1,000 out of a total strength of about 4,300 textile clerks employed in the 69 mills in the city of Bombay. The second Annual Report shows that there was a rise in membership from 200 in March 1941 to 1,100 in March 1942, and now the Union has on its register the required number of members to get itself declared as a representative union.

Activities.- With a view to finding out the conditions of service in the clerical establishments of the various textile mills in Bombay, a comprehensive questionnaire was prepared by the Union and circulated among the members who were asked to furnish the necessary information. The complaint lodged in the office of the Union by members were inquired into and successfully ~~tackled~~ tackled.

Office-Bearers for 1942-43.- The following were elected as office-bearers for the current year: Messrs. Mandulal M. Mehta, President; S.B. Mahadashwar, Vice-President; S.G. Athwale and Sinh V. Ghate, Joint Secretaries; and K.K. Khadilkar, Treasurer.

(The Indian Textile Journal,
July 1942.) ✓ ,

26

SOCIAL POLICY IN WAR TIME

Wages

Increases in War Dear Food Allowance in Cawnpore. ✓

The Employers' Association of Northern India, Cawnpore, has announced increases in the war dear food allowances in the Association's member mills according to the following rates:

I. Cotton, Woollen and Leather Concerns

Category	Present Scale of Increase					Total Allowance given (including present increase).				
	As.	Ps.				As.	Ps.			
a) Under Rs .19	2	0	in the rupee			7	0	in the rupee		
b) Rs .19 and under Rs .25	1	6	"	"	"	5	6	"	"	"
c) Rs .25 and under Rs .32/8	1	6	"	"	"	5	0	"	"	"
d) Rs .32/8 and under Rs .40	1	0	"	"	"	4	3	"	"	"
e) Rs .40 and under Rs .59	1	0	"	"	"	4	0	"	"	"
f) Rs .59 and under Rs .75	1	0	"	"	"	4	0	"	"	"
g) Rs .75 and up to Rs .150	0	6	"	"	"	3	0	"	"	"

II. Jute Concerns

Category	Present Scale of Increase					Total Allowance given (including present increase)				
	As.	Ps.				As.	Ps.			
a) Under Rs .14	2	0	in the rupee			7	0	in the rupee		
b) Rs .14 and under Rs .18	2	0	in the rupee			6	0	"	"	"
c) Rs .18 and under Rs .24	1	6	"	"	"	5	0	"	"	"
d) Rs .24 and under Rs .30	1	6	"	"	"	4	9	"	"	"
e) Rs .30 and under Rs .75	1	0	"	"	"	4	0	"	"	"
f) Rs .75 and up to Rs .150	0	6	"	"	"	3	0	"	"	"

ix The additional increase is subject to the following conditions:-

- (a) That should the average cost of living index figure for the preceding consecutive three months fall below 160 points this additional allowance will be automatically withdrawn.
- (b) That the allowance now announced will be paid on basic wages earned on and from the 1st July, 1942.

The Association states that it is taking up, with the Government, the matter of the proper control of prices. Government has fixed certain prices, but grains and commodities are not available at these controlled prices. In spite of these controlled prices, the Government Labour Department calculates the cost of living index figures on actual bazaar rates. The Association also states that arrangements are in hand for the improvement of the supply of certain food grains.

(Notice Nos. 44 and 45 dated 12-7-1942 issued by the Employers' Federation of Northern India, Cawnpore). ✓

27

Further Extension of Dearness Allowance Scale fixed by Millowners' Association, Bombay. ✓

In the month of June 1942, the Millowners' Association, Bombay, extended the sliding scale of dearness allowance (vide page 26 of our January 1942 report), which had originally been designed to cover variations in the Bombay working class cost of living index between 124 and 143, to cover further variations in the index numbers up to 163. The dearness allowance payable per month of 26 working days for index number 163 was Rs. 13-12-0 on this scale. The index number for the month ending July 15, 1942, was 168. To meet this further increase in the cost of living, the Millowners' Association has decided to extend the sliding scale of dearness allowance up to index number 183 at the same rates of increase. The dearness allowance for index number 183 is Rs. 18-8-0.

(Press Note No. P.739 issued on 31-7-1942 by the Director of Information, Bombay.) ✓

Increase in Dearness Allowance to Lower-Paid Government Servants in U.P. ✓

There has been an appreciable rise in the prices of essential commodities in the United Provinces since the U.P. Government sanctioned the grant of dearness allowance to its low paid employees in September, 1941. The price indices for the latter half of the month of May, 1942, and for June, 1942, show generally an increase of 50 per cent. or more over the pre-war level and there is no indication at present that the prices will fall in the near future. The Government has, therefore, sanctioned the following changes in the scheme for the grant of dearness allowance announced on 10-9-1941:-

- (a) The existing allowance of one anna in the rupee for those drawing pay up to Rs. 30 per mensem will be doubled for those who are entitled to it;
- (b) For those drawing pay between Rs. 30 per mensem and Rs. 40 per mensem an allowance of one anna in the rupee will be given;
- (c) Those drawing pay between Rs. 30 and Rs. 34 shall not receive less in the way of total emoluments (i.e. pay plus dearness allowance) than they would have received had their pay been Rs. 30, and similarly, those on pay between Rs. 40 and Rs. 41-8-0 shall not receive less than if their pay had been Rs. 40, that is, they shall be given proportionate dearness allowance; and
- (d) The above extensions of the dearness allowance scheme shall apply to the whole of the United Provinces other than the Benares and Gorakhpur divisions, as the cost of living indices for Benares and Gorakhpur do not yet show an increase of 50 per cent. over the pre-war level.

The above changes were brought into effect from 1-7-1942.

(The Leader, 11-7-1942.) ✓

Extension of Working Week to 66 hours in specified
factories doing War Work. ✓

The Government of Sind has exempted from the normal hours provision of the Factories Act male adult workers in certain industrial establishments engaged in war production. In granting the exemption, the Government has stipulated the following conditions:

(1) No worker shall be allowed to work for more than (a) 11 hours on any one day, and (b) 66 hours in any one week, (2) Half an hour's rest after every 5 hours work shall be given to all such workers, (3) The spread-over shall not exceed 14 hours in any one day, (4) Each worker shall receive a rest period of 24 consecutive hours in every 14 days, and (5) Suitable refreshment facilities shall be provided for all such workers.

(The Sind Government Gazette, Part I,
dated 30-7-1942, page 1642.) ✓

Resignation and Retirement of Commercial Employees to
Withdraw Provident Funds: Bengal Chamber of Commerce urges Government
Action. ✓

in order 29

The Bengal Chamber of Commerce some time ago addressed the Government of India asking that appropriate action should be taken to meet the tendency, increasingly apparent among various classes of industrial and commercial employees, to submit their resignations with the express purpose of obtaining possession in the present circumstances of the balances standing to their credit in provident funds maintained for their benefit. The practice of resigning with the object of securing possession of substantial sums of ready money is, the Chamber pointed out, much the same as hoarding, which Government have been at pains to discourage. Normally the existence of a staff provident fund makes for ultimate security and continuity of service; in present circumstances the accumulation of credit in the fund has a directly opposite effect; it acts as a direct encouragement to employees, many of whom are essential to war production, to leave their posts. Large amounts are invested by "recognised" and other provident funds in Government of India and other trustees' stock. If, by reason of large scale resignations, provident funds were forced to sell their securities to pay out resigning employees, the effects on an already depressed stock market would be embarrassing and the result would be to encourage otherwise loyal employees to follow suit before the falling market went further against them. The phase - it was thought - was probably temporary, consequent on the threat to India, Eastern India particularly. But the Chamber felt satisfied that withdrawals would continue with cumulative effect, unless effective measures were taken against the practice.

The problem of what steps should be taken was recognised not to be an easy one. It was appreciated, firstly, that allowance must be made for those who through no fault of their own either lost their employment or were forced to relinquish it in consequence of the war; and secondly, that a proportion, often one-half, of the amount at the employee's credit is his own money. Government were asked to consider several suggested remedies, and it was recommended that, until Government reached a decision employers or trustees should take all steps open to them to delay the settlement of provident fund accounts, except in cases where they were satisfied that the resignations or retirements were fully justified.

Government's Reply.- A letter has now been received by the Chamber from the Government of India stating that, while it fully recognised the seriousness of the problem, it would be "extremely reluctant, for the sake of dealing with conditions which may prove to be no more than temporary, to take action, except in the last resort, which may result in a permanent loss of confidence on the part of employees generally in the sanctity of their provident funds". Government pointed out that the intention behind Explanation 2 which has been added to section 5 of the Essential Services (Maintenance) Ordinance, 1941, is that permission to resign should be refused, unless satisfactory reason is established, where the retention of the person concerned is of importance to the working of the essential scheme in question or where a number of other resignations of persons essential to the undertaking might be expected to follow. If steps are taken on an adequate scale to secure that essential services are duly notified as such and the power of refusal of permission to resign is judiciously exercised, in Government's view the field of the

problem will be considerably curtailed and its ill-effects reduced to comparatively small proportions. The steady and consistent strengthening of the stock market and the decision of the Central and Provincial Governments to stand behind Indian Port Trust, Municipal and Improvement Trust issues, and the willingness of the Reserve Bank to buy such securities in case of need in direct negotiation with intending sellers, have brought about a situation in which there should, in Government's view, be no appreciable difficulty in either selling or obtaining bank advances against trustee stocks in which provident fund balances may have been invested to meet legitimate claims for payment of provident fund monies as they arise. Government would therefore prefer to take no action for the present, but would watch developments.

(Abstract of Proceedings of the Bengal Chamber of Commerce, Calcutta, during March-June 1942.) ✓

Proposed Camp for Stevedoring Labour employed in Calcutta Port. ✓

The development of the war as it affects Eastern India and the Port of Calcutta, the possibility of air raids on the city, and the fear of the possible dispersal of industrial and other labour employed there, made it necessary for the interests affected to consider how there could be maintained, despite any development of emergency conditions, a stevedoring labour force for essential shipping work. It was therefore proposed that labour camps should be established, outside the city, which, while enabling the labour to live after working hours at some distance from the danger areas, would also permit of their segregation from the general civil population of Calcutta to avoid the danger of panic in times of emergency; and which would keep in the neighbourhood a labour force large enough to deal with the probable volume of shipping. Experience at other ports has amply proved the desirability of such measures, and the proposal to establish labour camps has been approved by the stevedoring and shipping interests concerned, and by the Civil Defence authorities in Bengal.

Following ~~open~~ discussions with the Government of India, it has been agreed that a skeleton force of 2,000 stevedoring labour will be organised in two camps to be run by the Master Stevedores Association, Calcutta. A grant has been sanctioned by the Government of India to meet the capital costs of the construction of the camps. Government has also assumed responsibility for the payment of a grant or other compensation in regard to the acquisition of the land required. Government will not, however, accept responsibility for meeting the running costs of the camps. These involve heavy expenditure, inasmuch as it is considered necessary that a monetary inducement in the form of special allowances must be paid to the labour making use of the camps, and provision must also be made to maintain the labour should a shortage of shipping make it impossible for ordinary work to be given them. It has been suggested by the Master Stevedores Association that steamer interests should pay a surcharge per ton on stevedoring charges, which would produce an income larger than that required in normal circumstances; for having regard to the uncertainty of the volume of shipping which will be able to use the port, the Association should necessarily be in a ~~xxx~~ position to build up reserves to enable it to meet the possibility of periods when no shipping is available. Shipping interests have agreed to support the proposed surcharge on all stevedoring work in the port. Steps have been taken to complete the construction of the camps and it is hoped to bring them into partial occupation in the near future.

(Abstract of Proceedings of the Bengal Chamber of Commerce, Calcutta for March-June, 1942.) ✓

Concessions by Bombay Government to Civil Employees Joining
Military Duty. ✓

Concessions to safeguard the interests of its civil employees who are released for military duty for appointment as compounders, laboratory assistants and radiographers, have been sanctioned by the Government of Bombay. Permanent employees volunteering for appointment to these posts will be allowed to retain liens on their civil appointments. The period spent by them on military duty will count towards pay, promotion and pension in their substantive civil appointments, and their active service will count double for pay in the civil side. Newly appointed temporary compounders, laboratory assistants and radiographers in civil appointments, who volunteer for military duty will be considered for permanent vacancies after the war, and they will be allowed to count the period of their temporary service with the army over one year for increment of pay in the civil side. Probationers in civil employment will be confirmed though absent on military duty either on completion of the period of probation or on the occurrence of substantive vacancies. This concession will be confined to persons serving in such vacancies only as may not have been specifically reserved for candidates with war service. For such reserved vacancies persons who may have joined military service direct will also be considered.

(Press Note No. 738 dated 31-7-1942
issued by the Director of Information,
Bombay.) ✓

Increased Pay for R.I.N. Ratings

Increases are announced in the pay of ratings of the Royal Indian Navy. These had effect from 1-5-1942 and completed the removal of any disparity that might have appeared to exist between the earnings of R.I.N. ratings and those of men with duties demanding comparable skill and initiative in the Indian Army and ~~the~~ in civil life.

All branches benefit. In the Seaman Branch a boy when he goes to sea receives Rs. 25 a month. An Ordinary Seaman now draws ~~Rxxx\$~~ Rs. 40 a month. An Able Seaman is on the scale Rs. 45-1-50, while for a Leading Seaman the scale is Rs. 60-5-70, and for a Petty Officer Rs. 80-5-85. In the Engine Room and Medical Branches the increases are the same, rate for rate, while a Chief Mechanician's pay now rises to Rs. 150. In the case of artificers and artisans recruited direct, initial pay will be fixed at Rs. 100, and on promotion the scale now goes up to Rs. 180 for a Chief Artificer/Artisan. Uniforms, accommodation and good rations are provided free.

(Indian Information, 15-7-1942). ✓

Provision for Welfare of Indian Sepoys when Demobilised:
Deferred Pay and Welfare Fund.

The pay of the Indian sepoy (soldier of the lowest rank) was fixed at the start of the present war at Rs. 16 per month. In order to enable the sepoy, particularly when serving overseas, to make a generous allotment to his family without any personal hardship, his income has subsequently been increased in a number of ways.

In 1940 the expatriation allowance over and above the basic

32

pay of the sepoy of Rs. 15 per month was raised from Rs. 5 to Rs. 7, and in areas where active operations were taking place the amount of ~~the~~ batta was raised by Rs. 2, from Rs. 3 to Rs. 5. As a result, the Indian soldier on active service overseas, i.e., in the Middle East, Iraq or Burma, has been drawing Rs. 28 per month, with proportionately higher rates for N.C.Os. and V.C.Os. For the army in India, an extra ration allowance of Rs. 2 per month for messing was granted per head per soldier, which resulted in a considerable improvement in his feeding conditions. In addition, he has for some years past been entitled to Re. 1 per month deferred pay to be made available to him in a lump sum on release from military service.

Provision for Demobilisation Period: Deferred Pay Increased and Fund for Post-War Welfare Schemes.— The Government of India has had under serious consideration the position in regard to the future of these men who are serving their country in the Army when demobilisation ultimately takes place and they return to their homes. While the soldiers are encouraged to save part of their present earnings, it is obviously desirable that provision should be made for the difficult period that will follow their return on discharge, to their homes with an abrupt diminution of income. It has, therefore, been decided to increase the deferred pay by Rs. 2 per month for each soldier and to provide Re. 1 per month deferred pay for each enrolled non-combatant. In addition, therefore, to the Re. 1 per month already accumulating as deferred pay since 1932 for every combatant other rank in the Indian Army, a further sum of Rs. 2 will be accumulated monthly as from April of this year and a sum of Re. 1 for non-combatants. Further, it has been decided that sums equivalent to this increase in deferred pay, i.e., Rs. 2 per head per combatant and Re. 1 per head per non-combatant will be paid annually into a fund which will be utilised after the war for financing post-war welfare schemes.

A Reconstruction Committee is already in existence and that body will now be given the assurance of funds being available to implement plans which can be worked out in consultation with Provincial Governments. These provisions will ensure not only that each soldier leaves the Service with a moderate sum in his possession on re-entering civil life, but will make immediate financial provision for the application of welfare schemes and post-war reconstruction.

(Indian Information, 15-7-1942.) ✓

Progress of Technical Training Scheme:
Capacity to train 60,000 per year reached aimed at.

Over 10,000 technicians have been turned out under the Technical Training Scheme of the Government of India. There were now 337 training centres with a seating capacity of 35,000, and at the end of June, 1942, 25,000 men were under training. The capacity of the scheme has again been stepped up and the Department of Labour aims at providing a total seating capacity of 46,000, giving an annual outturn of fifty to sixty thousand men.

(The Statesman, 9-7-1942.) ✓

Civil Services (Conditions of Service) Ordinance, 1942. ✓

An ordinance known as the Civil Services (Conditions of Service) Ordinance issued on 9-7-1942 provides that notwithstanding anything to the contrary in any rules regulating the conditions of service of persons serving His Majesty in a civil capacity in India, the appropriate Government may by order require any such person to serve, in any place in India, either itself or the Crown Representative or any other Government in British India, and every such person to whom any such order is directed shall comply therewith. The "appropriate Government" is the Central or the provincial Government as the case may be.

(The Gazette of India Extraordinary dated 9-7-1942, pages 803 to 804.) ✓

Essential Services (Maintenance) Second Amendment Ordinance, 1942 ✓

Nothing in the Essential Services (Maintenance) Ordinance ¹⁹⁴¹ affects the liability of an individual to be called up for service under any other law for the time being in force, declares an Ordinance issued by the Government on 28-7-1942. The Ordinance has been issued lest an individual should ~~imagine that the obligation to remain in a certain employment under the Essential Services (Maintenance) Ordinance overrides any obligation to undertake employment elsewhere which may be imposed on him, for instance, under the National Service (Technical Personnel) Ordinance.~~ Although Section 9 of the Essential Service (Maintenance) Ordinance in its original form provided that any declaration, order, rule or regulation made and any direction given under the Ordinance shall have effect notwithstanding anything inconsistent therewith contained in any Act, Regulation or Ordinance, it was never intended that persons engaged in employments notified under the Essential Services (Maintenance) Ordinance should not be available for calling up under any other law for the time being in force. This section has now been replaced by the Ordinance.

(The Gazette of India Extraordinary dated 28-7-1942, pages 901 to 902 and the Statesman dated 29-7-1942.) ✓

Industrial Disputes

Lock-outs without Notice to be Prohibited:
Proposal under Government Consideration. ✓

The Government of India has under consideration a rule under the Defence of India Act to render declaration of lock-outs without fourteen days' previous notice illegal, so that strikes and lock-outs may be placed in the same category.

(The Hindu, 15-7-1942.) ✓

Control Measures

34

Shortage of Kerosene in Bombay: Government Measures for Fair Distribution. ✓

The war has made it imperative to reduce the consumption of kerosene in Bombay City and suburbs by about 40 per cent. and this has inevitably led to great inconvenience to the public by shortage of normal supplies. Government states that such inconvenience under the circumstances is unavoidable; it has, in consultation with the oil companies, introduced measures to distribute the available supplies as fairly as possible among various classes of consumers. For the convenience of those who normally buy in small quantities, supplies for retail sale will be rationed to shops and hawkers, and, to prevent large users taking up supplies, the maximum amount which will be sold to one person in one day will be one-quarter of a gallon. Sale of kerosene will only be allowed by licensed hawkers at specified places or at the shops of the oil companies' agents. Those who require kerosene in large quantities than one-quarter gallon, either for trade or industrial use, will have to obtain a permit from the Director of Industries, who has been appointed Controller of Kerosene (Industrial Use) Department of Industries, Old Customs House, Bombay.

(The Times of India, 16-7-1942.) ✓ +

Price Control

Price Control and Food Policy in Bombay: Official and Non-official Conferences held. ✓ +

The problem of food production and supply as it affects parts of the Bombay Province, particularly the Central Division and Maharashtra, received official as well as non-official attention at two conferences held in Poona.

Official Conference.- Mr. H.F. Knight, Adviser to the Governor of Bombay, opened the proceedings of the official conference in Poona on 21-7-1942 of the heads of seven districts of the Central Division. The Conference was chiefly concerned with inter-district co-operation and co-ordination for regulating supply of essential commodities. The special problems of each of the districts were considered and discussed with a view to finding out how far co-operation between the various districts would help the solution of deficiency in several essential commodities. One of the difficulties confronting the authorities is the collection of accurate statistics of stocks of various commodities as well as of deficiency in each district, and it was agreed that steps should be taken to maintain ~~more~~ accurate figures for guiding proper distribution of supplies. Attention was also devoted at the conference to problems of price control and to the question of increasing production in the districts.

Non-official Conference.- Food production problems from a non-official point of view were reviewed at the Maharashtra Food Production and Supply Conference held at Tilak Smarak Mandir, Poona, in the second week of July 1942. The Conference was organised by the Mahratta Chamber of Commerce and Industries,

Peona, and Dr. D.L. Saharabudhe, formerly Agricultural Chemist to the Government of Bombay, presided. Nearly 100 delegates representing agricultural and trade associations and Taluka development associations were present.

The Conference passed ten resolutions requesting Government, among other things, to make regional surveys to plan production and supply of food grain and fodder, to declare minimum reasonable prices of ~~gas~~ food grains and grant liberal concessions to motor vehicles regarding carriage of weight, route permits, etc., to take steps to encourage bullock cart transport by granting special facilities and making necessary arrangements for protection against highwaymen, and to open cheap grain shops in towns and villages. The Conference also recommended the appointment of a provincial post-war agricultural reconstruction committee and provincial food advisory board.

(The Times of India, 22-7-1942.) ✓

Bengal Government's Order to exhibit Price List of Essential Commodities. ✓

The Government of Bengal has issued orders that every retail or wholesale dealer in Calcutta and the neighbouring industrial area dealing in any of the commodities specified in a Schedule appended to the Order should display in his shop a copy in the language or languages most likely to be understood by the persons generally using such shops, of the list of the maximum prices fixed by the Chief Controller of Prices, Bengal, of the commodities referred to in which such retail or wholesale dealer deals. The commodities specified are: rice, atta (wheat flour), salt, sugar, pulses, mustard oil, coconut oil, coal, kerosene and matches.

(Order No. 1673 Com. (C.D.) dated 4/9-7-1942; The Calcutta Gazette, Part I, dated 16-7-1942, page 1791.) ✓

Implementing of Grady Mission Recommendations :
Activities of the War Resources Committee. ✓

The War Resources Committee, to the setting up of which reference was made at page 32 of our June 1942 report, has been meeting frequently since its formation and has already covered a great deal of ground. The recommendations of the American Technical Mission are being systematically considered, and decisions have been taken on a number of these and other questions related to the war effort.

Rationalisation of Industry.- One of the principal recommendations of the Mission, the rationalisation and regimentation of industry and the more efficient use of engineering and munitions workshops is being actively pursued. The Jute Mills Association has been called upon to prepare a rationalisation scheme to save transportation. The Director-General of Supply has been instructed to take immediate action to increase the production of leather and army boots, and to rationalise the rubber manufacturing industry. On the munitions production side, also, arrangements have been made to prepare and execute schemes for the rationalisation and more efficient use of the general engineering industry, which is engaged in the production of munitions, component as well as a very large range of general stores.

The War Resources Committee will keep in close touch with all ~~measures taken under the policy laid down~~, and it is confident that industry will co-operate freely on fair and reasonable terms in the interests of the national war effort, and that compulsion will be the exception rather than the rule. The officers concerned will be expected to prepare their schemes in close consultation with industry.

Transportation Problems.- The group of recommendations concerning transportation and communications has also been dealt with. The Committee has sanctioned a scheme for the ~~the~~ improvement of telegraph and telephone facilities at a cost of Rs. 80 millions and has in hand measures to expand facilities and to expedite clearance at ports; to improve the working of transportation in military depots; to expedite the provision of locomotives and rolling stock; and to develop road and river transportation. Plans for the production of power alcohol are being pushed on and twelve plants have been ordered from the United States. A detailed enquiry into the wasteful use of transportation by Government Departments has been initiated. Special progress reports have been called for on the new expansions in the steel industry and the production of aluminium, and measures for the better conservation of motor spirit, rubber, and tin are under consideration.

(The Hindustan Times, 9-7-1942). ✓

37

Production of Motor Fuel Substitutes:
Conference held in New Delhi.

The problem of supplementing the petrol resources of India by developing power alcohol, which has been debated for over two years in the press and in commercial circles was considered finally on 21-7-1942 at the Power Alcohol Conference held at New Delhi under the chairmanship of the Commerce Member, Government of India.

While it was recognised that power alcohol is better ~~fuel~~ than rectified spirit, it was felt that power alcohol plants are not available immediately and that provincial Governments should therefore be asked to intensify the production of rectified spirit. For this purpose it was agreed that distilleries should be zoned so that the supply of molasses be regulated and if necessary its price be controlled.

The Government of India has been asked by the conference to set up a technical committee to assist industrialists in getting new plants manufactured for distilling rectified spirit and power ~~and~~ alcohol. It is stated that if patented designs of certain foreign plants are worked as war measures such plants can be manufactured in India. It is only in the United Provinces that the Power Alcohol Act exists, being one of the measures adopted by the Congress Ministry. The conference decided that the Central Government should pass legislation on similar lines for the whole of India so that the mixing of rectified spirit or power alcohol with petrol be made compulsory and that Government may have control over the maximum and minimum price of the mixture thus ~~put into the market. This power is the hands of Government to control~~ the price would also act as a safeguard for the post-war period so that industrialists who invest funds now may feel assured that they would not be let down after the war.

The Grady Mission recommended power alcohol production, and if America supplies power alcohol plants according to the Grady Report it would help the drive for increasing the supply of this fuel. The Government of India, on its part, has given priority to orders for power alcohol plants, but none have so far reached India. The general feeling at the conference was that if production of power alcohol and rectified spirit is undertaken on a proper basis India can have substantial addition to her fuel supply.

(The Times of India, 23-7-1942.) ✓

Extension of War Risks (Factories) Insurance Scheme to Mines. ✓

According to a Press Communiqué issued by the Government of India, it has extended the War Risks (Factories) Insurance Scheme to the above-ground machinery of all mines as defined in the Indian Mines Act, 1923, in British India, with effect from 15-8-1942. The effect of this extension is that all such mines will become compulsorily insurable from 15-8-1942. The rate of premium is four per cent. of the insurable value of the property on the date of application, payable in eight equal instalments. Those who apply for insurance by 31-8-1942 will be covered retrospectively.

The scheme has also been extended to the distribution and transmission system, etc., of electricity supply undertakings and to sluice houses, valve houses, etc., of hydro-electric supply undertakings. Insurance is not compulsory in respect of distribution and transmission systems of all such undertakings, as only those will be notified which desire to benefit by the scheme. The rate and method of payment of premium is that applicable to the above-ground machinery of mines.

(The Statesman, 28-7-1942.) ✓

War Risks Insurance extended to Indian States ✓

The Government of India has decided to extend the War Risks Factories Insurance Ordinance to Indian States and the Ordinance has been amended accordingly. The Ordinance will now apply to such Indian States, French establishments in India and administered areas as pass complementary legislation requiring the owners or occupiers of factories in their territories to insure against war risks with the Government of India. Liability under the ordinance is entirely that of the Government of India, who will receive the insurance premiums. It is provided that premises which become a factory after May 29, 1942, must be insured against war risks before the commencement of the quarter next following that in which the premises have become a factory.

(The Gazette of India Extraordinary dated 1-7-1942, pages 791 to 793 and the Statesman, dated 1-7-1942.) ✓

Non-Factory Premises and War Risk:
Outline of New Insurance Scheme in Bombay. ✓

Suggestions have been made to the Government of Bombay and have also appeared in the press that a scheme might be devised to provide compensation for war damage applicable to immovable properties, with the exclusion of "factories" which are already covered by the Government of India scheme, and also, possibly, of properties of a specific type, for example, temples, mosques and other "religious" buildings, or buildings owned by the Central or the Provincial Government, by Railway, by Port Trust or by Municipality. The

Director of Information, Bombay, states that there is as yet in Bombay Province no actual data on which to base such a scheme; but an attempt has been made to forecast the financial commitments which might be involved if such a scheme were introduced.

Centres to which the Scheme will Apply.- It has been assumed that such a scheme should apply only to those cities in the Province which have already been selected for the enforcement of systematic A.R.P. measures, namely, Bombay City, the Bombay Suburban District, Poona (including Kirkee) and Ahmedabad. The value of the immovable property to be covered by the scheme in these centres, based on municipal house-tax returns, is taken as approximately Rs. 3,250 millions. It is considered that any such scheme for the protection of the householder would best be based on the British War Damage Act, under which damage done will be paid for from a Fund in which the property-owner and the Government revenues contribute.

Enquiry regarding Public Response.- The Government of Bombay, in considering a scheme for certain areas of the Province, have thought it best to proceed on the assumption that the property-owner will contribute an amount equal to two per cent. of the value of non-factory property in the areas to which the scheme extends, and that if this amount should be found insufficient, the Government of Bombay would then provide an equal amount. The risk period would cover two years from the introduction of the scheme, and the property-owners' contribution would be collected in half-yearly instalments over a period of four years. This would mean that property-owners in Bombay, the Bombay Suburban District, Ahmedabad and Poona would have to pay annually for each of four years a contribution which, it has been estimated, would vary from one and a half to two times their present house-tax (in Ahmedabad, the general water-rate) not including Urban Immoveable Property Tax. If the contributions are not fully used up on the scheme, the balance will be refunded.

Any such scheme can of course be but tentative, but Government, before considering the scheme further, desires to know the public reaction to these proposals, especially whether a scheme for compensation on these lines would be welcomed by the public and whether property-owners would be prepared to contribute the amounts required. The contribution under the scheme will be compulsory on all non-factory buildings (other than of the type which may be specifically excluded and in respect of which no compensation can be claimed) throughout the area covered.

(The Times of India, 9-7-1942.) ✓

Bengal War Risks (Immovable Property) Insurance Enquiry Committee Report. ✓

The Bengal War Risks (Immovable Property) Insurance Enquiry Committee which was appointed some time ago, with Mr. D.P. Khaitan, as chairman, has recently submitted its report to Government. The Committee recommends that all immovable property situated within municipal limits, all over India, should be compulsorily insured against war risks. Rural areas are left out, but owners of property in them can join in the scheme on a voluntary basis. Property belonging to Government, Railways, Port Trust, certain Charitable and public trusts, and bustees, among others, are recommended for exemption. The rate of contribution suggested is 1 per cent. of the capital

value of property, to be paid in quarterly instalments over a period of two years. On an average, this is expected to work out at a quarterly payment of about 12½ per cent. of the municipal rates and taxes for a period of two years only. In the case of the minor municipalities, the rate will be considerably lower.

Commenting on the financial aspects of the scheme, the Committee refutes some possible misconceptions and concludes with the observation that in respect of a measure like this "purely financial considerations are a matter of secondary importance.... For, the essence of war finance is that in war time, nothing shall be decided on merely financial grounds".

The ~~XXXXX~~ Committee recommends that municipalities should be appointed Government agents for this purpose and be entrusted with the collection of the contributions. The Scheme itself will be administered by a special ad hoc organisation, at the head of which will be a War Damage Commissioner, assisted by a panel of assessors. Detailed recommendations for the assessment of damage, and the examination and disposal of claim applications are made.

The recommendations of the Committee will come up for consideration before the Provincial Government very shortly.

(Press Note dated 8-8-1942 issued by the Director of Public Information, Bengal.) ✓

Food Policy

41

Food Advisory Council: Central Body Set Up. ✓

In pursuance of a recommendation of the Food Production Conference held in April, 1942 (vide pages 12-13 of our April 1942 report), the Government of India has decided to constitute a Central Food Advisory Council, consisting of both officials and non-officials. The functions of the Council would be to pool, study and disseminate all available information regarding food and fodder production; to plan on an all-India basis the food and fodder production programme for the different regions and tender advice in regard to its execution, and to advise the authorities responsible on the equitable distribution of the available feed stocks.

The representative of the Education, Health and Lands Department on the Council will act, as its member-secretary. He will be assisted by a whole-time technical secretary, who will do the detailed secretarial work. Mr. N.G. Abhyankar, M.Sc. (London), has been appointed to this post.

(The Times of India, 2-7-1942.) ✓

Rice Conference, New Delhi, 10-7-1942 ✓

A conference on rice convened by the Government of India was held at New Delhi on 10-7-1942 under the presidency of Mr. N.R. Sarker, Member in Charge of Education, Health and Lands. The general sense of the conference is believed to have been that the rice situation was on the whole satisfactory and that the people's needs would be met. The possibility, however, was recognised that as a result of the "grow more food" campaign and transport difficulties some part of the country might accumulate a surplus, which might depress prices. The view favoured at the conference was that the Government should come to the cultivators' rescue by purchasing such surplus. The agency through which such purchases should be made and arrangements for storage are understood to have been considered.

(The Hindustan Times, 11-7-1942.) ✓

Food Supply in Bombay City: Corporation Scheme to Raise Loan. ✓

A resolution to raise a loan of Rs. 10 million from the Government of Bombay for the supply and distribution of food-stuffs to the public in Bombay was passed by a large majority of the councillors in the Bombay Municipality Corporation on 20-7-1942. The resolution states that the Corporation views with great alarm the growing increase in the price of food-stuffs and other commodities of life and the great hardship caused to the public in obtaining their requirements through the ordinary channels of supply and distribution, and that, with a view to mitigate these hardships, the Corporation resolves that a complete municipal organisation be set up under the Municipal Commissioner to obtain adequate quantities of necessary supplies from whatever sources they may be available and hold them in the city to meet the needs of the public and also arrange for their wholesale or retail sales in the City at the lowest prices

possible; that with a view to give effect to these proposals sanction be given to the raising of a temporary ~~annual~~ loan of Rupees ten million to finance the scheme.

(The Bombay Chronicle 22-7-1942.) ✓

Evacuees Conference convened by Government of India,
New Delhi, 24-7-1942.

According to an Associated Press report, the employment of evacuees from the war areas, principally Burma, was discussed at length by the Evacuees Conference, convened by the Government of India, on 24-7-1942 at New Delhi.

It was explained that although the Department of Indians Overseas would continue to maintain close vigilance, the problem of finding employment for the evacuees was now being handled by the newly-created Defence Department and the Department of Labour, the latter of which registered skilled labour for employment as technicians and skilled workmen. Unskilled labour, it was expected, would be absorbed by the Provincial Governments. As for the others, the Defence Department, which was dealing with man-power, would endeavour to find employment.

As regards Government servants, it was announced that the Government of Burma had decided to grant twelve months' leave to its employees, four months of which would be on full pay and the remainder on half pay. Employees were also permitted to take up temporary employment, in which case their leave salaries would be suitably adjusted. Arrangements had already been made to pay Burma Government servants their salaries, etc.

The Committee was informed that all claims of Indians against the Government of Burma, Malaya, etc., in respect of goods, war risks insurance schemes and by Government action in respect of property commandeered, requisitioned or destroyed would be met provided reasonable proof was forthcoming in respect of those claims. The claims in respect of property or goods destroyed by enemy action, would be considered after the war.

(The Hindustan Times, 28-7-1942).

The same issue of the Hindustan Times (28-7-1942) publishes a fuller report of the proceedings of the Conference furnished by a correspondent of the paper.

According to this report, at the Conference representations were made to the Government of India to the effect that Indians would look to the Government of India alone for redress of their grievances and satisfaction of their claims and that the Government of India should not pass on their responsibility in this respect to the Government of Burma which is functioning in India. As regards the question of employment, it was strongly urged by the various speakers that the entire responsibility in the matter should lie with the Department of Overseas and not shared with other Government departments, as that was bound to involve delay and create unnecessary difficulties. Strong views were also expressed about the policy of the Government of India in giving employment to British evacuees from Burma, particularly at the cost of Indians and contrary to the policy of Indianization, and it was emphasised that as His Majesty's Government had recognised their responsibility for British evacuees in regard to allowances, etc., they should equally accept it in the

matter of their employment and not impose it as a burden on the Government of India. The necessity for provision of immediate relief was stressed. Several other concrete issues were also discussed and suggestions offered, particularly in respect of claims of various kinds. It was unequivocally emphasized that there could not be "legal proof" in every case in the very nature of things and under the circumstances in which Indians were compelled to ~~quits~~ quit Burma, and consequently, it should be presumed, unless the contrary was proved, that the claims by Indians in connection with the loss or destruction of property were genuine and bona fide. The recommendations and suggestions of various members who represented important commercial organizations, relief committees and associations of Indians in Burma are to receive careful and immediate consideration of the Government.

(The Hindustan Times, 28-7-1942.)+

Allowances for Indigent War Refugees:
Scales fixed by Government of India.

The Government of India have prescribed certain maxima regarding allowances payable to indigent refugees in India and to dependents of Indians stranded in enemy-occupied territories, for the guidance of provincial authorities, according to the following scale:-

<u>Estimated normal income or remittance</u>	<u>Single adult earner or remittance receiver</u>	<u>With wife or adult dependent</u>	<u>Child</u>
Rs.	Rs.	Rs.	Rs.
0-50	15	25	5
51-150	30	50	8
151-400	60	100	12
401-750	100	170	16
Over 750	150	250	20

All such allowances are granted only against undertakings to repay. It is for provincial authorities to determine what ~~allowance~~ allowance is suitable in individual cases. The Government of India have assumed the financial responsibility in respect of Indians and Anglo-Indians. Debts will be raised against other Governments for others. The above maxima are subject to the condition that the allowance in the case of any group dependent upon one earner or remittance receiver shall not exceed either 75 per cent. of the normal income or remittance or Rs. 350 per month, whichever is less. These scales will remain in force for six months in the first instance from July 1, 1942. Provincial authorities have discretion to make allowances in respect of children conditional upon proof being forthcoming that the children are attending school. Each case is subject to monthly review to ascertain whether the recipient has obtained employment.

(The Statesman, 18-7-1942.)+

Post-War Reconstruction

45

Study of Post-War Problems:
Sir T.E. Gregory sent to London. ✓

It has been apparent for some time past that both in Great Britain and in the United States, there has been intense pre-occupation with the nature of the post-war world, especially in the field of international trade policy and social and economic reconstruction. In view of the appointment by the Government of four reconstruction committees and the widespread interest manifested in post-war problems generally in India, the Government of India has decided that one of its own officers should make himself more familiar with the movements of thought, by means of establishing personal contacts, than is possible merely through the study of documents. Sir Theodore Gregory, the Economic Adviser to the Government of India, has therefore been instructed to proceed to London for this purpose.

(The Hindu, 14-7-1942.) ✓

Post-War Reconstruction:
U.P. Government creates Fund. ✓

It is understood that the United Provinces Government has transferred about Rs. 938,000 to the Revenue Reserve Fund from the Government's 1941-42 revenue surplus. This new contribution is over and above the sum of Rs. 6 millions which has already been transferred from the same year's account to start the fund last year and Rs. 4 millions which will be transferred into it from the estimated surplus of 1942-43 and any other contributions which may be made from time to time from revenue surplus. It is stated that the fund will be utilized for post-war reconstruction. The first charge on the fund will be civil defence expenditure and the balance will be used for reconstruction work after the war.

(The Statesman, 27-7-1942.) ✓

List of publications (the more important) received in this Office
during July 1942

Social Policy.-

Bulletins of Indian Industries and Labour. No. 73. Proceedings of the Third Conference of Labour Ministers (Held at New Delhi on the 30th and 31st January 1942). Published by the Manager of Publications, Delhi. 1942. Price Re.1-10-0 or 2s.6d.

Economic Conditions.-

- (1) Review of the Trade of India in 1940-41. (Office of the Economic Adviser, Government of India). Published by the Manager of Publications, Delhi. 1942. Price Rs. 3-12-0 or 6s.
- (2) Department of Development (Industries), Orissa. Annual Report for the year 1940-41. Superintendent, Government Press, Orissa, Cuttack, 1942. Price As.11/-.

Co-operation.-

Annual Report on the working of Co-operative Societies in the Province of Bombay for the year 1940-41. Bombay: Printed at the Government Central Press. Price As. 7 or 9d. 1942.

Organisation, Congresses, etc.-

- (1) Indian Jute Mills Association. Report of the Committee for the year ended 31st December 1941. Calcutta: Printed at the Star Printing Works, 30, Shibnarain Das Lane. 1942.
- (2) Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926) in the Province of Orissa for the year ending the 31st March 1941. Superintendent, Government Press, Orissa, Cuttack. 1942. Price As. 2.

Social Conditions.-

- (1) Census of India, 1941. IX Assam. Tables by K.W.P. Marar, I.C.S., Superintendent of Census Operations, Assam. Published by the Manager of Publications, Delhi. 1942.
- (2) Census of India, 1941. Vol. VII. Bihar. Tables by W.G.Archer, I.C.S., Superintendent of Census Operations, Bihar. Published by the Manager of Publications, Delhi. 1942. Price Rs. 7-2-0 or 11s.

Education.-

- (1) Annual Report on the Progress of Education in the Delhi Province for the year 1940-41. Printed by the Manager, Government of India Press, Calcutta. 1942.
- (2) Report on the State and Progress of Education in the Central Provinces and Berar for the year 1940-41. Nagpur: Government Printing, C.P. and Berar. 1942. Price Re. 1-8-0.

Miscellaneous.-

Report on the working of Municipalities in the North-West Frontier Province for the year 1940-41. Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1942. Rs. 9-12-0 or £.0-14-6.

C 6/2/28

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for August 1942

N.B. Each section of this report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
<u>1. Social Policy.-</u> Joint Labour Conference, New Delhi, 7-8-1942.	1-5
<u>2. Conditions of Work.-</u> <u>Industrial Disputes:</u> Industrial Disputes in British India during the quarter ending 31-12-1941.	6
<u>3. Economic Conditions.-</u> (1) International Sugar Agreement: India's Participation terminates from 1-9-1942. (2) Basic Price for Coffee: Control Committee's Decision. (3) Review of Economic and Financial Conditions in 1941-42: Reserve Bank Governor's address at 8th Annual Meeting of Bank.	7 7-8 9-10
<u>4. Social Insurance.-</u> Working of the Workmen's Compensation Act in C.P. and Berar in 1940.	11
<u>5. Migration.-</u> (1) Indians in Natal in 1941: Report of Protector of Indian Immigrants in Natal. (2) Proposal for Expropriation of Indian-owned Lands by Durban Municipality: Indian Opposition to Measure.	12 12-13
<u>6. Agriculture.</u> Rural Reconstruction in Mysore State: A Five-Year Plan Adopted.	14-15
<u>7. Professional Workers, Salaried Employees and Public Servants</u> Pensions Fund Scheme for Secondary School Teachers in Bombay.	16
<u>8. Organisation, Congresses, etc.-</u> <u>Workers' Organisations:</u> 21st Half-yearly Meeting between A.I.R.F. and the Railway Board: Questions of Dearness Allowance and Provident Fund Discussed.	17-18
<u>9. Social Policy in War Time.-</u> <u>Hours of Work:</u> The Railways (Hours of Employment) Ordinance, 1942: Power to Suspend Hours of Employment Regulation.	19

Contents

Pages

9. Social Policy in War Time.- (continued)

Wages :

(1) Increased Dearness Allowance for Lower-Paid Central Government Employees.	20
(2) Increased Dearness Allowance for Railwaymen.	20-21
(3) Increased Dearness Allowance to Low-Paid Government Servants in C.P.	21
(4) Increased Dearness Allowance to Low-Paid Government Servants in Mysore State.	21
(5) Increased Dearness Allowance to Low-Paid Government Servants in Bombay.	22
(6) War Dear Food Allowance for Cawnpore Workers.	22-24
(7) Increased Dearness Allowance to Low-Paid Government Employees in Sind.	24-25
(8) Increased War Emergency Allowances for Calcutta Corporation Employees.	25

Employment :

(1) Wartime Recruitment Policy in Indian Railways: Railway Board's Orders.	26-27
(2) Keeping Labour at Work during War Time: Statement of European Business Community of Bengal.	27-28
(3) Employment of Troops in Essential Services.	28
(4) Hotels and Restaurants declared Essential Services: Madras Government's Order.	28

Industrial Disputes :

Prohibition of Strikes and Lock-outs Without Notice.	29
--	----

Production :

(1) Supply of Yarn to Handloom Weavers: Madras to apply All-India Scheme.	30
(2) Development of Mineral Resources: Appointment of Advisory Committee to Utilisation Branch of Geological Survey of India.	30

Food Supply :

(1) Restrictions on Closure of Shops trading in Essential Articles.	31
(2) 1st Meeting of Food Advisory Council, New Delhi, 24 and 25-8-1942.	32-34

Control Measures :

(1) Extension of Madras House Rent Control Order, 1941.	35
(2) Bombay Kerosene Licensing Order, 1942.	35
(3) Supply of Coal to Public Utility Concerns: Duty of Controller of Coal Supply.	35

Emigration :

(1) Relief of Overseas Evacuees: Government of India setup Special Fund.	36
(2) Evacuee Technicians: Employment secured by Labour Tribunal.	37

Transport Problems :

(1) Possibilities of Increased Traffic by Country Craft on the West Coast of India: Government of India orders Enquiry.	37-38
---	-------

	<u>Pages</u>
<u>Transport Problems (continued)</u>	
(2) Motor Transport Committee appointed by Government of Madras.	38
<u>iii) Compensation for War Injuries</u>	
. <u>Extension of War Injuries Ordinance, 1941: Second Amendment Ordinance.</u>	38
10. <u>List of the more important publications received in this Office during August, 1942.</u>	39

SOCIAL POLICY

Joint
Labour Conference, New Delhi,
7-8-1942.

At page 2 of this Office's monthly report for June 1942, a reference was made to the intention of the Government of India to hold a Joint Labour Conference on the 7th and 8th August 1942. The Conference, which actually lasted only for a day, was held on the 7th August 1942, and was presided over by the Honourable Dr. B.R. Ambedkar, the new Labour Member of the Government of India.

Among those who attended were ~~the~~ official representatives from the Government of India, the Provincial Governments, the Chamber of Princes, and the Indian States of Baroda, Gwalier and Hyderabad; employers' representatives from the Employers Federation of India, and the All-India Organisation of Industrial Employers; and workers' representatives from the All-India Trade Union Congress, the Indian Federation of Labour, the Textile Labour Association of Ahmedabad, the Bengal National Chamber of Labour, and the Municipal Workers of the Bombay Presidency. Dr. P.P. Pillai attended as an Observer ~~of~~ behalf of the I.L.O.

Chairman's Opening Address.- In his opening address, the Chairman traced the genesis of this Conference and mentioned how on previous occasions the Government of India had held separate consultations with the representatives of the workers, of employers and of provincial governments. ~~These consultations, however useful they were for ascertaining the needs of labour and devising methods for satisfying them, did not contain in them the elements of either permanence or regularity. Meanwhile, the Government of India had been influenced by the success of the methods pursued by the International Labour Office to try to adopt a system of holding periodical conferences of a tripartite character. The objects the Government had in view were the promotion of uniformity in labour legislation, the laying down of a procedure for the settlement of industrial disputes, and the discussion of all matters of all-India importance as between employers and employees.~~

In regard to the first, he said that uniformity in labour legislation could never cease to be a matter of importance to so large a country like India, with its many administrative and provincial jurisdictions.

As to industrial disputes, since the war, both labour and capital have behaved with a sense of responsibility and the number of strikes that have taken place have not been on a very extensive or disturbing scale. There was some tendency at the beginning of this year for an increase in industrial unrest, but the laying down of a procedure for adjudication of disputes under the Defence of India Rules has resulted in some reduction in recent months. That procedure will, he hoped, prove an efficient and reliable machinery, but it is a procedure which can only remain in force for the duration of the war and it is, therefore, necessary to include laying down of a procedure for the settlement of industrial disputes as one of the aims and objects of the conference, ~~which they proposed to set up.~~

In defining the last item included in the aims and objects, he ~~is~~ pointed out that wide language was deliberately used so as ~~not~~ not to exclude from the deliberations of the conference anything that

is of importance to labour and capital. On this point he said: "I would like to tell you what we have in mind in employing this broad expression 'matters of all-India importance'. We want to include in it all matters relating to labour welfare and the maintenance of labour morale. So understood, I need hardly say this object though placed last may be regarded as the highest in importance. We certainly regard it as most urgent. The urgency is due to the necessities of the war. The present war is a war of supplies and supply depends upon peace in industry. How to secure peace in industry is our problem. Peace in industry depends upon two things. In the first place, it depends upon the existence of machinery ready at hand for the quick settlement of industrial disputes. Secondly, it depends upon the prompt removal of all such conditions in industry which may fray tempers and bring about a deterioration in the morale of people engaged in it. But there that remains a large number of questions which are too small to lead to an industrial dispute, but which are big enough to raise temper, and most of these relate to what in ordinary parlance are designated as matters affecting social welfare. For dealing with such problems we have no machinery, and it is mainly the necessity to provide immediately a machinery for advising Government as to how such matters should be peacefully dealt with that has led Government to institute this conference forthwith. Such is the significance of this conference and such are its aims and objects.

"The Conference has to decide upon the following matters:

~~"The desirability of establishing a labour conference as a permanent organisation to meet at least once a year: the desirability of instituting a standing advisory committee of this conference which would meet whenever Government thought it necessary to invite them to meet and to advise Government on matters placed before it, and defining in general terms the procedure for the constitution of these bodies.~~

"We propose to constitute two bodies - a Plenary Conference and a Standing Advisory Committee. The Plenary Conference will be composed of representatives of the Central Government, of provinces, of states, of employers and of employees. In general, each province or large state will be entitled to be represented, and those States not individually represented would be represented by a nominee of the Chamber of Princes. Representation would also be given to the main associations of employers or employees who in their opinion were not otherwise adequately represented. ~~It would not in the case of the plenary conference be possible to ensure that the representation of employers and employees will be equal to that of Government representatives.~~

"The constitution of the Standing Advisory Committee will be more rigid and we propose to distribute the representation as follows: One representative of the Government of India; six representatives of provinces, three representatives of States; five representatives of employers, and five representatives of employees, with the Labour Member of the Central Government as Chairman.

"In suggesting this constitution for the Standing Advisory Committee, we have followed as closely as we can the principles underlying the constitution of the governing body of the International Labour Office which was set up under the auspices of the League of Nations. There are three principles which to my mind underlie that

constitution. First, equality of representation between Government and non-Government representatives. This is illustrated by the provision contained in Art. 7 Clause 1 whereby out of 32 representatives 16 represent Government and 16 represent employers and workers. We have given effect to this principle by giving 10 seats to Government and 10 seats to industry. The second principle is equality of representation as between employers and employees. This is provided by the same article whereby the 16 non-Government seats are divided equally between employers and employees. We recognise this by distributing the 10 seats allotted to industry equally between employers and employees.

"The third principle is an assurance of representation to certain interests by reservation. This will be found in Art. 7 which by Clause (2) reserves six out of 16 Government seats to non-European states and by Clause (4) reserves two seats from the quota of employers' seats and two seats from the quota of employees' seats ~~to be reserved~~ to non-European states. We propose to adopt this principle by allowing one representative from the quota of each, employers and employees, to be nominated by the Labour Member of the Central Government. This will ensure some representation of interests other than those represented by the main employers' and employees' associations. I hope the justice and fairness of these proposals will appeal to you and that you will give it your approval."

General Discussion

After the Chairman's opening address, the Conference proceeded to discuss the subjects on the agenda, which were as follow:-

- (1) To approve the proposal to form a tripartite Plenary Conference;
- (2) To approve the proposal that the Plenary Conference shall elect a Standing Advisory Committee;
- (3) To adopt a formal resolution regarding the Plenary Conference and the Standing Advisory Committee;
- (4) The election of a Standing Advisory Committee;
- (5) General Discussion on the subject of labour welfare and labour morale in wartime.

The following resolution was unanimously adopted:-

"This Conference of the representatives of the Central and Provincial Governments in British India and of the Indian States and the Chamber of Princes, and of representatives of Workers and Employers in British India, being convinced that collaborative machinery composed of the representatives of Governments, Employers and Workers in India should be established forthwith for the consideration of all questions relating to the conditions of labour, resolves

- (1) that a Plenary Conference shall be constituted as follows:-
 - (a) The Hon'ble the Labour Member of the Government of India - Chairman.
 - (b) 2 representatives of the Government of India.
 - (c) 11 representatives of Provinces.
 - (d) 7 representatives of the industrially important States.
 - (e) 2 representatives from Chamber of Princes to represent other States.

- (f) 11 representatives of Employees, of whom 4 will be nominated by Government in agreement with the All-India Trade Union Congress, 4 will be nominated by Government in agreement with the Indian Federation of Labour and 3 will be nominated by Government as representative of other employees' interests.
- (g) 11 representatives of Employers, of whom 4 will be nominated by Government in agreement with the Employers Federation of India, 4 will be nominated by Government in agreement with the All-India Organisation of Industrial Employers, and 3 will be nominated by Government to represent other classes of Employers.
- (2) that the Conference shall meet at least once a year, the first meeting being held in Delhi and subsequent meetings held at such places as may be decided upon from time to time;
- (3) that the Plenary Conference shall advise the Government of India on any matters referred to it for advice;
- (4) that a Standing Committee shall be constituted composed as follows:-
- (1) The Hon'ble the Labour Member of the Government of India (ex-officio Chairman);
 - (2) One representative of the Central Government;
 - (3) One representative each of the Governments of Bengal, Bombay and the United Provinces;
 - (4) (i) one representative to represent the Provinces of Madras and the Central Provinces and Berar;
 - (ii) one representative to represent the Provinces of Assam, Bihar and Orissa;
 - (iii) one representative to represent the Provinces of the Punjab, Sind and N.W.F.P.;
 - (iv) 3 representatives of Indian States;
 - (v) 5 representatives of Employers;
 - (vi) 5 representatives of Employees.
- (5) that the Standing ~~Advisory~~ Committee shall consider and examine such questions as may be referred to it by the Plenary Conference or by the Central Government;
- (6) that the Standing ~~Advisory~~ Committee shall meet as often as it may be convened by the Central Government for the consideration of questions that may be before it. The Committee shall be competent
- (a) to advise Government on any matters referred to it by Government, provided that copies of any such advice shall be forwarded to all members of the Plenary Conference;
 - (b) to report to the Plenary Conference on any matters referred to it by that Conference.

The fourth item on the agenda, namely, the election of a Standing ~~Advisory~~ Committee, was not immediately proceeded with, but the Conference approved the principles for the election laid down by the Government. They were:-

- (1) representatives of single provinces will be selected by the Governments of those provinces.
- (2) representatives of two or more Governments will be selected by agreement between those Governments - a system of selection by rotation might be adopted.

- (3) representatives of States to be selected by the Governments of the States.
- (4) representatives of the Chamber of Princes to be selected in the usual manner.
- (5) Representatives of Employers; 4 to be nominated by the Hon'ble the Labour Member in agreement with the leading Associations of Employers, 1 to be nominated by the Hon'ble the Labour Member.
- (6) Representatives of Employees; 4 to be nominated by the Hon'ble the Labour Member in agreement with the main Associations of Employees, 1 to be nominated by the Hon'ble the Labour Member.

The Government also agreed to consider the suggestion that each non-official delegate should be accompanied by an adviser.

As regards the fifth item on the agenda, there was a very general discussion on labour welfare and labour morale in wartime. No resolution was adopted.

(The above is an un-official summary of the Conference. An official summary is soon expected from the Government; when received this will be forwarded to Montreal).

Industrial Disputes

6

Industrial Disputes in British India during the quarter ending 31-12-1941. ✓

According to a Press Note on industrial disputes in British India during the quarter ending 31-12-1941, recently issued by the Department of Labour, Government of India, the total number of disputes during the period was 106 involving 1,02,825 workers and entailing a loss of 734,838 working days, as against 78 disputes involving 1,08,820 workers and entailing a loss of 1,184,919 working days in the third quarter of 1941.

Provincial Distribution.- During the period under review, there were 44 disputes in Bombay, involving 49,054 workers and entailing a loss of 208,836 working days. Next come Bengal with 31 disputes involving 33,983 workers and entailing a loss of 163,327 working days; Madras with 9 disputes involving 7,634 workers and entailing a loss of 104,446 working days; C.P. and Berar and the United Provinces with 7 disputes each involving 4,612 and 2,691 workers and entailing losses of 29,490 and 4,129 working days respectively; the Punjab with 5 disputes involving 720 workers and entailing a loss of 1,997 working days; Bihar with 2 disputes involving 4,086 workers and entailing a loss of 222,568 working days; and Sind with 1 dispute involving 45 workers and entailing a loss of 45 working days.

Classification by Industries.- Classified according to industries, there were 33 strikes in cotton, woollen and silk mills involving 44,594 workers and entailing a loss of 152,043 working days; 10 in jute mills involving 23,745 workers and entailing a loss of 100,989 working days; 9 in Engineering workshops involving 5,833 workers and entailing a loss of 70,894 working days; 5 in railways including railway workshops involving 13,935 workers and entailing a loss of 96,999 working days; and 2 in mines involving 2,845 workers and entailing a loss of 183,525 working days. In all other industries together there were 47 disputes involving 11,873 workers and entailing a loss of 121,388 working days.

Causes and Results of Strikes.- Of the 106 strikes 69 were due to questions of wages, 20 to questions of personnel, 6 to questions of bonus, 2 to disputes about leave and hours and 9 to other causes. In 18 cases the workers were fully successful, in 29 partially successful and in 54 unsuccessful. 5 disputes were in progress on 31-12-1941. ✓

ECONOMIC CONDITIONS

International Sugar Agreement: India's Participation Terminates from 1-9-1942. ✓

After consulting the sugar industry, the provincial Governments and other interests concerned and the Central Sugar Advisory Board, a body composed entirely of representatives of Central, Provincial and State Governments, the Government of India has decided not to join in the proposed extension of the International Sugar Agreement. India's obligations under the agreement will thus terminate from September 1, 1942.

India was a party to the International Sugar Agreement, which was concluded in 1937 with a view to establishing and maintaining an orderly relationship between supply and demand of sugar and to regulate the world prices of sugar. Under this agreement India undertook to prohibit exports of Indian sugar by sea elsewhere than to Burma. The present term of the agreement expires on August 31, and the International Sugar Council recommended to the contracting Governments a continuance of the agreement either for the duration of the war and for one quota year after the date of termination of hostilities or for a period of two years from August 31, whichever be less.

The decision to terminate the Agreement has been well received by Indian trade interests. Though it is too early at present to indicate ~~the full effects of the decision on the industry~~, opinion is unanimous that a serious impediment in the development of India's export trade in sugar has been removed. It may be recalled here that the United Provinces Chamber of Commerce, emphasizing the advisability of terminating the Agreement had pointed out to the Government of India that many countries which were signatories to the Agreement had as a result of the war ceased to exist as independent nations. With the fall of the Dutch East Indies, an important source of sugar supply to the world, India could conveniently supply sugar to countries in the Middle East and elsewhere if the Agreement was terminated.

(The Statesman, 29 and 31-8-1942.) ✓

Basic Price for Coffee: Control Committee's Decision. ✓

The Control Committee of the Indian Coffee Market Expansion Board met at Coenoor and discussed at length on 13 and 14-8-1942 the question of fixing a basic price for coffee and reached certain broad conclusions, the more important of which are summarised below from a communique issued by the Control Committee on 14-8-1942:

The 1942-43 coffee crop was estimated at 16,000 tons on the information available to the Committee. The Committee decided to implement for 1942-43 the Indian Coffee Market Expansion Board's recommendation that the internal sales quota should be 10 per cent. or 50 bushels of unhusked cherry, ~~whichever~~ whichever is greater. The Board will be prepared to purchase this quota from estates and the Committee decided that the price to be paid should be Re. 1-1 per point of valuation in the Price Differential Scale. This is the approximate equivalent of Rs. 85 per cwt. for an average F.A.Q. Mysore-Coorg Plantation Assortment, Rs. 76-8 per cwt. for Whole Crop Cherry Type,

and Rs. 68 per cwt. for Robusta. The Committee desires to make it clear that it is for the grower to decide whether he wishes to accept this offer or not. A first payment will be made to all growers on delivery of their coffee to the Pool or its Agents at the rate of Rs. 36 per cwt. Uncured coffee deliveries will be paid for on the same basis. To meet the convenience of small growers, the Board will make arrangements for the appointment of accredited Agents in the various districts who will be empowered to take delivery of their coffee and to make immediate payment for it.

(The Hindu, 22-8-1942.)

Working Class Cost of Living Index Numbers for Various Centres in India for April 1942.

The index numbers of the cost of living for working classes in various centres of India registered the following changes during April, 1942, as compared with the preceding month:-

<u>Name of Centre</u>	<u>Base= 100</u>	<u>March 1942</u>	<u>April 1942</u>
Bombay	Year ending June 1934	137	138
Ahmedabad	Year ending July 1927	96	99
Sholapur	Year ending January 1928	96	99
Nagpur	January 1927	85	88
Ludhiana	1933-35		
Cawnpore	August 1939	150	149
Patna	Average cost of living for five years preceding 1944)	150	152
Jamshedpur	Ditto	140	146
Jharia	Ditto	150	154
Madras	Year ending June 1936	115	119
Madura	Year ending June 1936	111	112
Coimbatore	Year ending June 1936	120	

(Monthly Survey of Business Conditions in India, April, 1942.) ✓

9

Review of Economic and Financial Conditions in 1941-42:
Reserve Bank Governor's address at 8th Annual Meeting
of Bank. ✓

The 8th Annual General Meeting of the shareholders of the Reserve Bank of India was held at Bombay on 10-8-1942, Sir James Taylor, the Governor of the Bank, presiding. The following is a summary of the speech delivered by Sir James Taylor reviewing economic and financial conditions in India during 1941-42:

Increased War Effort.- Sir James pointed out that since August 1941 the war has entered a new and crucial phase with the entry of the United States and Japan, and the developments following the outbreak of hostilities in the Pacific in December last had brought the enemy to the borders of India.. The all-important problem before the country during the year was, therefore, how to increase the tempo of her war effort to the maximum, while still providing her large civil population with essential goods and services.

Increased Governmental Control: Soundness of Economic Position.- The expansion of the defence programme on the one hand and the disruption of communications and foreign trade resulting from war developments in the Far East on the other have created new and difficult problems which have profoundly affected the economic life of the country and have necessitated increased Governmental control in the sphere of production, transport, consumption and prices. Shortages have occurred in certain types of consumers' goods while the commodity and the financial markets have been subjected to erratic fluctuations. On the whole, however, the economic system has so far stood up well to the impact of war and responded encouragingly to its manifold and ever-increasing demands. The banking system of the country continued to sustain the impact of war conditions with remarkable resilience and in spite of panicky withdrawals from a few banks in December 1941 the deposits showed a large increase over the year.

Rise in Prices.- As regards commodity prices, Sir James said they fluctuated widely during the year and have on balance shown a ~~sharp~~ sharp rise. India's staple commodities of export such as cotton and jute have not shared in this rise owing to the loss of export markets in the Far East though Government's efforts to increase food production in substitution of cash crops may be expected to lead to an increase in the price of these commodities in the near future. The price of food articles have shown a sharp rise and necessitated extension of price control. He did not consider that the considerable rise in prices in India was the result of an increase in the currency, but rather that the two phenomena together were the unavoidable result of the large purchases of goods and services being made by the British Government in India.

Repatriation of Sterling Debt: Reserves for Post-War Reconstruction.- Dealing with the repatriation of the sterling debt, Sir James Taylor said: India's favourable balance of accounts increased very largely during the year and the consequent accretions of sterling facilitated the Government of India's scheme for the repatriation of their remaining non-terminable debt. With the steady increase in the net refunds by the Secretary of State, these purchases of sterling are resulting in an accumulation of sterling assets the utilisation of which has been engaging our close attention. The possession of

these surpluses should not only be very useful to the country after the war by enabling it to make purchases of outside materials, which would be necessary for post-war reconstruction, but should also, by putting it in a position to make such purchases, help most materially in international post-war reconstruction.

(The Times of India, 15-8-1942.)

Hindu's Comments.- Commenting editorially on Sir James Taylor's speech, the Hindu in its issue dated 14-8-1942 says:

"Sir James Taylor referred to two outstanding phenomena which are occupying the attention of the Bank authorities, namely, the sharp rise in prices and the problem of disposal of the steadily accumulating sterling balances.... It is notable that the Indian authorities have been less successful than others to keep the inflationary tendency in check. Thus while the cost of living index for Bombay City rose by 32 points between August 1939, and January 1942, the British index showed a rise of 27 points, the American index rose by 10, the Canadian by 12 during the same period. Wholesale prices have risen similarly, the rise in India being much more steep than in other countries. Sir James Taylor is of the view that the sharp rise in prices in India is not due to currency expansion, but that both rise in prices and currency expansion are the "unavoidable" result of the large purchases of goods and services being made by the British Government in India..... A much more important factor accounting for the rise in prices is the failure of the mechanism of distribution to meet the situation created by war conditions..... The problem of price control is thus related to the wider problem of expansion of production and improvement of transport facilities and the system of distribution as a whole. Above all, it is not the case that currency expansion has had no effect on prices."

"In his speech Sir James hinted at reserving the sterling balances for use after the war to make purchases of materials which would be necessary for post-war reconstruction. We have had occasion to point out the dangers in keeping our reserves in a currency like the sterling which is liable to depreciate during and after the war. The best course would be to convert our foreign balances into useful assets either by using them for the purchase of such assets in India belonging to non-Indians or by using them for purchasing machinery, etc., from abroad for starting new industries in India. It would be an inexcusable waste of valuable national resources if the Government did neither of these, but utilised our foreign balances for purposes, which might afford temporary relief to the budget or the exchange but would not add to the national capital of the country."

(The Hindu, 14-8-1942.) ✓

//

SOCIAL INSURANCE

Working of the Workmen's Compensation Act in C.P. and
Berar in 1940.*

Accidents and Compensation.- There were 26 deaths, 68 cases of permanent disablement and 946 cases of temporary disablement in respect of which compensation was paid. The amount paid in respect of the above accidents were Rs. 12,830-0-0; Rs. 9,840-13-8; and Rs. 6,429-13-0. No cases of payment of compensation to occupational diseases arose during the year under review. ✓

* Government of the Central Provinces and Berar. Report on the Administration of the Workmen's Compensation Act (VIII of 1923) in the Central Provinces and ~~Bihar~~ Berar during the calendar year 1940. Nagpur: Government Printing, C.P. and Berar. 1941. Price Annas six. pp.9. ✓

Indians in Natal in 1941:
Report of Protector of Indian Immigrants in Natal. ✓

High Incidence of Unemployment.- Attention is drawn to the high incidence of unemployment among the Indians in Natal and to the problem of finding jobs for the better educated young men among them in the Annual Report of the Protector of Indian Immigrants, Natal, for the year 1941. Of 40,928 adult male Indians in the province, about 26,000 are listed as employed (6,500 in the sugar industry) and a number of others are stated to be farming on their own or carrying on their own trades. There are stated to be many destitutes among the unemployed. Clerical work and work as teachers in Government schools is what most of the young men from the schools and the Sastri College want, but there are not jobs enough to go round.

Education of Indian Children.- The schools provided for Indian children are much below the number required. Of the 123,645 children in the colony, 28,839 are listed as attending Government and Government-aided schools.

Vital Statistics.- The health of the Indians in Natal was good during the year. The birth rate was 48.32 per thousand and the death rate 13.11 — both figures comparing favourably with those for the previous ten years.

Conditions of Work of Indian Labourers.- No complaints were received regarding treatment of Indian labour on the estates, but the Report observes that their housing accommodation was still very poor.

(Unofficial Note issued by the Principal
Information Officer, Government of India.) ✓

Proposal for Expropriation of Indian-owned Lands by Durban
Municipality: Indian Opposition to Measure.

A Joint Council of Action, representing ten Indian and European organisations, with the Rev. Satchell, head of Indian Missions, Church of England, as Chairman, has been specially formed ^{in Durban} to oppose the Durban City Council's proposals, involving expropriation of 1,095 acres of Indian-owned land, to co-operate with the authorities to provide adequate housing to Indians and to remove the bad slum conditions under which Indians live at riverside and other areas.

The Council of Action, in a memorandum to the Minister of Public Health, "opposes on moral and practical grounds the expropriation proposals. It refers to the instance of purposeful neglect to use £50,000 set aside for Indian housing for the City Council by the Union Government in 1928 in terms of the Capetown Agreement. The proposals awaiting the Minister's consent involves ~~xxxx~~ expropriation of mosques, temples, orphanages, schools and cemeteries. ^{The} ~~It~~ emphasises that expropriation of places of worship and sacred properties constitute a sacrilegious act. "No Indian-owned land shall be acquired and allocated for European or coloured housing schemes nor for resale to Europeans or coloured people, unless specially required for roads and essential services." It urges the City Council to proceed with the improvement and cleaning up of ^{the} areas in question ~~to~~ providing its 'bona fides' and to

making a beginning for provision of Indian housing on its considerable unoccupied holdings in areas in question.

A mass rally was convened by the Joint Council on 16-7-1942 in Durban City Hall to obtain public confirmation of the action taken. If the Ministers' consent is given, the Joint Council proposes instituting a 'hartal'. Resort to non-cooperation, if necessary, is also being considered.

(The Bombay Chronicle, 7-8-1942.) ✓

Government of India Relaxes Ban on Indian Emigration to Ceylon.

During the last week of August, 1942, the Associated Press of India reported that provisional arrangements were reached between the Government of India and the Ceylon Government as a result of which the Government of India's ban on the emigration of Indian labour to Ceylon will be lifted from 1-9-1942 and that a fresh Indo-Ceylon agreement will be negotiated after the war. The same message stated that Ceylon will withdraw the existing anti-Indian laws and agree not to undertake any new legislation of this character.

Ceylon official circles, while confirming the arrangements for lifting the ban on Indian emigration to Ceylon, pointed out that lifting of the ban has not the consent of the Ceylon Government, that it is limited to unskilled labour now in Ceylon and that there is going to be no general cancellation of the ban on emigration. They also expressed surprise at the statement that Ceylon "will withdraw the existing anti-Indian legislation and agree not to undertake any new legislation of this character". They emphasised that there is in fact no "anti-Indian legislation" in existence in Ceylon. Therefore, it is pointed out that the question of the withdrawal of such legislation did not arise at all.

Towards the close of the month, the Government of India announced through a Press Note its decision to relax with effect from 1-9-1942 the prohibition of the emigration of unskilled labourers to Ceylon, so far as it affects labourers now in Ceylon. The effect of the ban on such labourers has been that, since its imposition three years ago, they have been prevented from paying their normal visits to India, for social and domestic purposes, for fear of not being allowed to return to their employment in Ceylon. The uncertainty about employment in Ceylon, which was the reason for the ban being imposed, cannot be considered to subsist, in wartime, when practically all Indian labour in Ceylon is employed on work essential to the war effort. The Government of India is therefore of opinion that there is no justification for continuing to place any obstacle in the way of labourers wishing to pay their normal visits to India. The prohibition will continue to operate as heretofore in regard to labour not already in Ceylon.

(The Statesman of 25 and 29-8-1942 and the Hindu of 25-8-1942.) ✓

AGRICULTURE

14

Rural Reconstruction in Mysore State: A Five-Year Plan Adopted.

Review of Past Work.- With a view to enlarge the scope of the work of the village panchayat administration which was till then confined, in most cases, to measures of village sanitation, and with a view to concentrate and co-ordinate the efforts of the several development departments in villages, the Government of Mysore had issued certain instructions on 9-5-1936 for organizing concentrated propaganda in selected villages. In pursuance of these instructions, two or three villages at a time are being selected in each taluk for concentrated propaganda and the progress made in such villages is being reviewed every half year. The work was commenced in June 1936 in 182 villages and the number has now reached ~~205~~ 264. It was no doubt intended that the improvement works done in these selected villages should serve as a model to other villages ~~should~~ which could adopt those methods easily. But experience has shown that the villages are too slow to adopt the methods of improvement employed in the selected villages and to benefit by this scheme, and the general condition of the villages is still very backward and the attempts made in selected villages have not brought the desired result. Among the many other factors, the existence of party strifes and illiteracy have been ~~the~~ potent factors against the progress of the village improvement work.

Details of New Scheme.- During October 1941, the Representative Assembly unanimously passed a Resolution to the effect "that every year at least 150 villages in each district be converted into model villages in accordance with a ten-year plan of rural reconstruction". During the discussions, it was replied on behalf of Government, that ~~as~~ conversion of ^{all these} every villages into a model village, involved a large expenditure; The House was, however, assured that the question of accelerating progress under rural reconstruction would receive the special attention of Government in future. It has now been decided to accelerate ~~the~~ rural reconstruction activities on a wide scale than at present, to put into action the scheme outlined in the Government Order dated the 9th May 1936 into one hobli of each taluk to start with, so that the scheme could be put into operation in 78 hoblis (each hobli consists of 40 to 60 villages) in all the taluks put together, and to extend the scheme to one more hobli every next year. There are altogether 364 hoblis in the State, and within a period of five years, the scheme will have been put into operation in ~~the~~ all the hoblis.

There is a distinct advantage in selecting one entire hobli for concentrated propaganda as against the selection of two or three villages scattered in the taluk, as all the available resources, such as the rural water supply funds, inter-village communication funds and rural reconstruction funds can be pooled together and consolidated efforts put forth for fulfilling the primary needs of the entire hobli in the matter of sanitation, drinking water facilities, rural communications, etc. One drawback of the scheme in vogue is that the initiative and direction of the improvement works depend upon official agency and that the scope for ~~the~~ non-official initiative is very limited. It is proposed to remedy this defect in the present scheme by the appointment for each hobli of an honorary and trained worker who would reside in the hobli and would assist in creating a live

15

interest in the villagers and in co-ordinating the work of the several departments in that hobli.

Programme of Work.- The programme of work indicated in the annexure to the Government Order dated the 9th May 1936 would be amplified to include formation of hobli unions, conferences, drawing up of programme of needs of each village, etc., and the appointment of the hobli workers should in no way be considered to lessen the existing responsibility of the Revenue Officers in regard to the village improvement works. On the other hand, such officers should pay greater attention to the selected villages and direct the workers. The Deputy Commissioners and the Revenue Sub-Division Officers should supervise the work of these hoblis intensively and arrange to show tangible progress in the execution of the scheme.

Expenditure on the Scheme.- The cost on account of the pay, etc., of the honorary workers, is estimated at Rs. 50,000 per annum and this is proposed to be met from the State funds. In the current year's budget, the allotment made under "Rural Reconstruction" is Rs. 200,000, out of which about Rs. 50,000 to Rs. 60,000 go towards establishment charges and the remaining amount, about Rs. 150,000, is left for distribution among the various Panchayets which number about 12,000. Though in recent years, separate provision has been made for sinking drinking water wells and formation of inter-village communication roads, the amount which is being allotted under rural reconstruction is hardly sufficient to meet the needs of all the villages in the State. In addition to Rs. 200,000, Rs. 100,000 has been set apart for the rural drive during next year (1942-43) and the sum of Rs. 50,000 required for the hobli workers will be met out of this grant, the remaining amount being utilised for intensive action to be launched in each hobli. The combined efforts of the official and non-official agency would create the necessary incentive and interest in the rural folk for regeneration of village life.

There is money available already to the extent of Rs. 2.5 millions at the credit of the village panchayets and the accumulated arrears pending collection were Rs. 4.5 millions at the end of 1940-41. The object of the scheme is, by a vigorous drive on the lines outlined above, to convert the cash available and the arrears to be collected into substantial improvement works. If the scheme is successfully carried out, it would mean that, at the end of five years, village improvement works worth nearly Rs. 15 millions (~~Rs. 250,000 cash plus Rs. 450,000 arrears and Rs. 150,000 of Government grant and five years' collection from village panchayets~~) would have been carried out in the villages.

(The Mysore ~~Says~~ Information
Bulletin, July 1942.)

16

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS

Pensions Fund Scheme for Secondary School Teachers in Bombay. ✓

The Government of Bombay has directed that pension and gratuity schemes introduced in certain secondary schools before 1-6-1939 should be recognised in lieu of the Provident Fund Scheme which came into effect on that date. A grant-in-aid will be paid with effect from the current year on the school management's contributions towards such schemes, subject to the following conditions:

The rules of the Pension Fund scheme must be approved by the Educational Department. The management's contribution to the scheme must be paid every year before March 31. The Pension Fund accumulations should be invested in a bank approved by Government. A teacher in a school to whom the Pension Fund scheme of the school applies will not be allowed to join the Government Provident Fund scheme unless he leaves the school and joins another school in which Government's Provident Fund Scheme has been introduced. Likewise, a teacher who is a subscriber to the Government's Provident Fund Scheme in a school will not be allowed, ~~to~~ leave that school and join ~~ing~~ a school in which a Pension Fund Scheme is in operation, to continue to subscribe to the Government Provident Fund Scheme. Lastly, the Society or the Association which maintains the school should be well constituted.

~~The Government's contribution to a Pension or Gratuity Scheme will not be more than one-half anna in the rupee of the salary of a teacher to whom the Pension Scheme applies. The grant will be payable in respect of teachers whose age is not less than 20 and whose pay is not less than Rs. 30 a month. It will not be more than one-half of the contribution made by the school during the preceding year and will be limited to one-half anna in a rupee of the monthly pay actually paid to the teacher in the previous year.~~

(The Times of India, 22-8-1942.) ✓

17

Workers' Organisations

21st Half-yearly Meeting between A.I.R.F. and the Railway Board:
Questions of Dearness Allowance and Provident Fund Discussed.

Questions relating to dearness allowance and the extension of provident fund benefits were discussed at the 21st half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation held in Delhi on 10-8-1942, according to a communique on the meeting issued with the concurrence of the Railway Board and the Federation.

Keeping Railwaymen at Work in Wartime.- Opening the meeting, Sir Leonard Wilson, the Chief Commissioner of Railways, expressed his appreciation of the arduous work railwaymen of all grades had been performing under difficult conditions throughout the country. He also expressed appreciation of the undertaking the Federation had given to use its influence with the men in keeping them at their posts during times of emergency. The staff in Assam particularly, he said, were working under very difficult conditions and no one was more conscious than the Railway Board of the strain imposed on them. Mr. Jamnadas Mehta, on behalf of the All-India Railwaymen's Federation, said that the Federation adhered to the resolution it had passed in April 1942 undertaking to use its influence with the staff in keeping them at their posts.

Dearness Allowance.- Mr. Mehta then referred to the agreement reached between the Railway Board and himself regarding the grant of increased dearness allowance to the staff which was published on 8-8-1942. He stated that the Council of the Federation had given him plenary powers to negotiate with the Government in this matter and it was in exercise of such powers that he had been a party to the agreement. He said, however, on behalf of the Council that there should be an early review of the scheme to afford to railwaymen automatic relief for the rise in the cost of living to avoid unnecessary delay and hardships to the men.

Provident Fund.- Mr. Mehta asked whether information was available concerning the number of men who had taken advantage of the recent extension of provident fund benefits on an optional basis to employees with 16 years' service and what expenditure this extension had involved. The Chief Commissioner of Railways stated in reply that in the first nine months after the introduction of the revised rule, about 35 per cent. of those who were then made eligible to join had taken advantage of the option. Mr. Mehta suggested that subscription to the provident fund should be made compulsory, but agreed that he would not press for it when he was told that a large percentage of those eligible would, in all probability, eventually exercise the option and join the fund. He pleaded for a liberal extension as he considered the pace of advance too slow. After discussion the Chief Commissioner stated that he was prepared to recommend to the Government that the benefit should be extended to those having 10 years' service and over.

The Federation then referred to anomalies arising from certain railwaymen being classed as inferior. It was explained that what was proposed was that staff with 10 years' service and over, irrespective of their classification or pay, should have the option to subscribe, and that it was preferable to continue the extension of

benefits on the present lines than to introduce new criteria.

Abrogation of Hours of Employment Regulations.- The Chief Commissioner stated that the Government proposed to issue an ordinance for abrogating the hours of employment regulations on certain railways should it be found necessary to do so in an emergency. He said that during the time the regulations remained in abeyance staff would be paid for overtime at one and a half times their ordinary rate of pay. The Federation in agreeing emphasized that action under the proposed ordinance should be resorted to only when it was absolutely unavoidable.

(The Statesman and Hindustan Times,
14-8-1942.) /+

19

SOCIAL POLICY IN WAR TIME

Hours of Work

The Railways (Hours of Employment) Ordinance, 1942: Power to Suspend Hours of Employment Regulation. ✓

The Government of India has gazetted the Railways (Hours of Employment) Ordinance, 1942, according to which the Central Government may, by notification, direct that the provisions of Chapter VIA of the Indian Railways Act, 1890, and of the rules made under that Chapter shall, for such period as may be specified in the notification, cease to apply to railway servants of any railway or section of a railway specified in the notification, or shall cease to apply to such railway servants or classes of railway servants of any specified railway or section of a railway as may be specified in the notification."

While ^{such} any notification is in force, any railway servant, to whom but for such notification Chapter VI A of the Indian Railways Act, 1890, would have applied, is employed for more hours in any week than the number of hours permitted under that Chapter, he shall be paid ~~at~~ for overtime at not less than one and a half times his ordinary rate of pay.

(Ordinance No. XLV of 1942, dated 21-8-1942: The Gazette of India Extraordinary dated 21-8-1942, page 944.) ✓

Increased Dearness Allowance for Lower-Paid Central Government Employees. ✓

According to a Press Communiqué issued by the Government of India on 15-8-1942, in view of the recent sharp and widespread rise in the cost of living, the Government of India has reviewed the adequacy of the relief now admissible to servants of the Central Government other than railway employees.

Dearness Allowance schemes hitherto adopted by the Government of India vary according to provinces, but, generally, afford relief ranging from Re. 1 to Rs. 4 to Government servants drawing pay up to certain limits, usually Rs. 30 or Rs. 40 monthly. Government considers that it is now necessary to afford relief on a more generous scale, and that it is desirable to adopt a scheme for application to all Central Government servants irrespective of the province in which they may be serving. It has, therefore, decided to grant allowances on the scale given below. These will be admissible as from 1-8-1942.

For the purpose of these allowances India has been divided into three areas: Area A includes Calcutta, Bombay and their vicinities. Area B comprises the following towns: Abbottabad, Agra, Ahmedabad, Allahabad, Amritsar, Bangalore, Benares, Cawnpore, Dacca, Darjeeling, Dehra Dun, Delhi, Dhanushkodi, Hyderabad (Deccan), Karachi, Lahore, Lucknow, Madras, Meerut, Mussoorie, Nagpur, Naini Tal, Ootacamund, Patna, Peshawar, Poona, Quetta, Ranchi, Rawalpindi, Shillong and Simla. Area C includes all the areas not specified in A and B above.

For those drawing Rs. 39 and below the rates of allowance in areas A, B and C respectively will be Rs. 6, Rs. 5 and Rs. 4. For those drawing pay above Rs. 39 but not above Rs. 100 in area A, the allowance will be Rs. 9. Similarly, for persons on pay ranging from Rs. 39 to Rs. 80 in area B the allowance will be Rs. 7, and for persons drawing pay between Rs. 39 and Rs. 60 in area C the allowance will be Rs. 6. Allowances will also be given to persons who draw pays up to Rs. 108, Rs. 86 and Rs. 65 in areas A, B and C respectively to the extent necessary to secure that they are not worse off in total emoluments than those drawing Rs. 100, Rs. 80 and Rs. 60 respectively.

(The Hindustan Times, 15-8-1942.) ✓

Increased Dearness Allowance for Railwaymen. ✓

According to a Press Communiqué issued by the Government of India early in August 1942, the Central Government has had under review the dearness allowance at present given to railway servants, in view of the recent substantial rise in the cost of living.

Dearness allowance was originally given to railway employees with effect from September, 1940, and this was increased in November, 1941. On both occasions the rates of the allowance were fixed after consultation with organized labour represented by the All-India Railwaymen's Federation. On this occasion prolonged consultation has taken place and, while the Railway Board has been unable to accept in full the demands put forward by the Federation, yet agreement has been reached by both parties as to the extent of

the modifications which should be made in the present rules with effect from 15-6-1942. These modifications have since received the sanction of Government. At present those working in Bombay and Calcutta received ~~Rs.~~ Rs. 4-8 a month if their pay is Rs. 70 or below, those in towns of 100,000 inhabitants, together with certain selected areas, Rs. 3-12-0 if their pay is Rs. 60 or below, and those in other areas Rs. 3 if their pay is Rs. 35 or below. Under the modified scheme, those in towns of more than 250,000 inhabitants are to receive Rs. 10-8-0 if their pay is Rs. 120 or below. Those in other towns of 50,000 inhabitants and over, with the same selected areas as before, are to receive Rs. 8-12-0 if their pay is Rs. 90 or under, while those in other areas will receive Rs. 7 if their pay is Rs. 60 or below.

(The Statesman, 9-8-1942.) ✓

Increased Dearness Allowance to Low-paid Government Servants in C.P. ✓

The Government of the Central Provinces and Berar has increased the quantum of dearness allowance payable to all the provincial government servants. The enhanced allowances will be paid on the following scale commencing with pay for August 1942. In Nagpur and Jubbulpore, allowances are to be paid at the rate of Rs. 5 per month for monthly salaries of Rs. 39 and below and Rs. 7 per month for monthly salaries between Rs. 40 and Rs. 80. In other places in the province, the rates of allowance are Rs. 4 per month for monthly salaries of Rs. 39 and below and Rs. 6 per month for monthly salaries between Rs. 40 and Rs. 60. Marginal adjustments will be made in respect of those whose pay is between Rs. 80 and Rs. 87 in Nagpur and Jubbulpore, and between Rs. 60 and Rs. 66 in other places.

(Industrial Bulletin of the Employers' Federation of India, Bombay, dated 24-8-1942.) ✓

Increased Dearness Allowance to Low-Paid Government Servants in Mysore State ✓

It is reported that the Government of the Mysore State has ordered the increase of dearness allowance to government servants to Re. 1-8 a month all over the State. The dearness allowance will be payable to those getting up to Rs. 50 per month in Bangalore and Mysore Cities, Kolar Gold Fields and Davangere. In other places the allowance will be limited to those getting up to Rs. 40 per month. Until now, the dearness allowance paid to Government servants was fixed at Re. 1 per month to those getting a pay of Rs. 30 and less per month.

(Industrial Bulletin issued by the Employers' Federation of India, Bombay, dated 24-8-1942.) ✓

22

Increased Dearness Allowance to Low-Paid Government
Servants in Bombay ✓

The Government of Bombay has revised the rates of dearness allowance granted to low-paid Government servants. If the average of the figures of the Bombay City cost of living index for any three consecutive months is 143 or above, then in regard to the month following and that month only, the rates of pay limits mentioned below will apply instead of those specified in the earlier orders:-

Bombay City: Rs. 5 a month to those in receipt of emoluments not exceeding Rs. 69 a month.

Moffusil: Rs. 4 a month to those in receipt of emoluments not exceeding Rs. 49 a month.

Government servants in Bombay City whose emoluments exceed Rs. 69 but not Rs. 74 a month, and Government servants in the moffusil whose emoluments exceed Rs. 49 but not Rs. 53 a month, will be granted such allowance as is necessary to make their total emoluments equal to Rs. 74 and Rs. 53 a month respectively.

As the average of the cost of living index figures for the three months ending with June 1942 was 144, the above orders will be given effect to in regard to pay for July, drawn in August, 1942.

(Industrial Bulletin issued by the
Employers' Federation of India,
Bombay, dated 17-8-1942.) ✓

War Dear Food Allowance for Cawnpore Workers ✓

Reference was made at page 26 of our July 1942 report to the grant of increased dear food allowance to Cawnpore industrial workers in the member mills of the Employers' Association of Northern India, Cawnpore. It is now announced that the allowance granted on the 10th July, 1942, will be held to cover cost of living index figures between 161 and 180.

I. Tuli, Secy.
In order to cover cost of living index figures from 181 to 200, the Association has now decided that, with effect on wages earned on and after 1st August, 1942, the minimum allowance which will be granted when the cost of living index figure is within that range, will be on the basis of 5 annas per worker per working day which amount equals, in respect of a 26-day month, a minimum of Rs. 8-2 per worker (provided the full number of days are worked) or, in the event of there being 27 working days in the month, Rs. 8-7. This minimum grant will benefit the lower categories of workers; the amount payable to the higher categories already exceeds the minimum sum above stated. Further, should the monthly cost of living index figure exceed 200, the Association will increase the allowance payable to each worker by a further grant of one pie per index point above 200 per working day, up to 220 points of the cost of living index figure. If the cost of living index figure rises beyond 220 then the question will receive further consideration. This further allowance will also be calculated to the nearest anna, less than 6 pies being ignored but 6 pies or more being regarded as the next higher anna and will be

payable in respect of wages earned during a month when the monthly cost of living index figure announced by the Labour Commissioner in respect of the previous month exceeds 200. This sliding allowance will be granted additionally to the five allowances either previously or now intimated.

In order to clarify the position, the following table, showing the war dear food allowances which will operate at various ranges of the cost of living index figures (based on the monthly figure issued by the Labour Commissioner) is published:-

<u>Age Category</u>	Above 100 but not exceeding <u>120</u>	From 121 to <u>140</u>	From 141 to <u>160</u>	From 161 to <u>180</u>	From 181 to <u>200</u>	From 201 to 220
		Annas in the Rupee				
Under Rs.14	2	4	5	7	Minimum 5 as.	Column 6 plus
Rs.14 but under Rs.18.	1½	3	4	6	per worker per day (Equivalent of a minimum of Rs. 8/2 p.m. of 26 working days.)	one pie anna per point of increase beyond 200 per worker per day (Calculated to the nearest anna.)
Rs.18 but under Rs.24.	1	2½	3½	5		
Rs.24 but under Rs.30.	¾	2¼	3¼	4¾		
Rs.30 but under Rs.75.	½	2	3	4		
Rs.75 and up to Rs.150.	Nil	1½	2½	3		

II. Cotton, Woollen and Leather Concerns.- In order to cover cost of living index figures from 181 to 200, the Association will has now decided that, with effect on wages earned on and after 1st August, 1942, the minimum allowance which will be granted when the cost of living index figure is within that range, shall be on the basis of 6½ annas per worker per working day which amount equals, in respect of a 26-day month, a minimum of Rs. 10-9 per worker (provided the full number of days are worked) or, in the event of there being 27 working days in the month, Rs. 10-15-6, (or, calculated to the nearest anna, Rs. 11). This minimum grant will benefit the lower categories of workers; the amount payable to the higher categories already exceeds the minimum sum above stated. Further, should the monthly cost of living index figure exceed 200, the Association will increase the allowance payable to each worker by a further grant of 1.4 pies per index point above 200 per working day, up to 220 points of the cost of living index figure. If the cost of living index figure rises beyond 220 then the question will receive further consideration. This further allowance will also be calculated to the nearest anna, less than 6 pies being ignored but 6 pies or more being regarded as the next higher anna and will be payable in respect of wages earned during a month when the monthly cost of living index figure announced by the Labour Commissioner in respect of the previous month exceeds 200. This sliding allowance will be granted additionally to the five allowances either previously or now intimated.

In order to clarify the position, the following table, showing the war dear food allowances which will operate at various ranges of the cost of living index figures (based on the monthly figure issued by the Labour Commissioner) is published:-

<u>Wage Category</u>	Above 100 but not exceeding <u>120</u>	From 121 to <u>140</u>	From 141 to <u>160</u>	From 161 to <u>180</u>	From 181 to <u>200</u>	From 201 to <u>220</u>
1	2	3	4	5	6	7
<u>Annas in the Rupee</u>						
Under Rs. 19	2	4	5	7		
Rs. 19 but under Rs. 25.	1 1/2	3	4	5 1/2	Minimum 6 1/2 as. Column 6 plus 1.4	
Rs. 25 but under Rs. 32/8	1	2 1/2	3 1/2	5	per worker per pies per point of	
Rs. 32/8 but under Rs. 40	3/4	2 1/4	3 1/4	4 1/4	day (Equivalent increase beyond	
Rs. 40 but under Rs. 59	1/2	2	3	4	of a minimum of 200 per worker	
Rs. 59 but under Rs. 75	1/2	2	3	4	Rs. 10/9 p.m. per day.	
Rs. 75 and up to Rs. 150	Nil	1 1/2	2 1/2	3	of 26 working days.) (Calculated to the nearest anna.)	

(Notices Nos. 49 and 50 dated 11-8-1942 issued by the Employers' Federation of Northern India, Cawnpore.) ✓

Increase of Dearness Allowance to Low-Paid Government Employees in Sind

In view of the recent sharp rise in the cost of living on account of the War, the Government of Sind has considered it necessary to afford greater relief to its low paid employees on a scale more generous than the scheme now in force. From 1-8-1942, the dearness allowance will be admissible at the following rates:-

In Karachi Urban Area - To those drawing emoluments less than Rs. 86, Rs. 6 per mensem or such lower amount as will bring their total emoluments including this allowance up to Rs. 86, whichever is less.

Elsewhere in the Province - To those drawing emoluments less than Rs. 65, Rs. 5 per mensem or such lower amount as will bring their total emoluments including this allowance up to Rs. 65 whichever is less.

Note.- Karachi Urban area comprises Karachi City, Karachi Drigh Road and Malir Cantonments.

Emoluments include overtime payments, fees, pensions, special pay and duty, compensatory and house rent allowances, but exclude travelling

allowance, permanent travelling allowance and conveyance allowance. The Dearness Allowance will not be admissible during leave without pay or leave preparatory to retirement.

(The Sind Government Gazette Extraordinary dated 26-8-1942, pages 497 to 498.) ✓

Increased War Emergency Allowances for Calcutta Corporation Employees.

At a special meeting held on 12-8-1942, the Calcutta Municipal Corporation sanctioned an expenditure of Rs. 1.7 million towards payment to certain categories of its employees war emergency allowance and advance salaries, and opening in the city shops and depots for supplying them food stuffs at controlled prices. The following are the details of the scheme:-

Advance of One Month's Salary.- An advance, equivalent to one month's pay, free from all deductions, in addition to an advance of one month's pay already made, would be given to all employees of the Corporation drawing a salary up to Rs. 200 per month, other than the temporary hands, to enable them to procure the necessities of life in the abnormal situation created by the war. The amount is to be recouped by twelve equal monthly instalments, the first deduction being made after the total recoupment of the previous advance. In the case of the labour staff, only those employees who had been serving the Corporation continuously at least for six months would be entitled to the benefit of the advance.

Special Allowance for Menial and Labour Staff.- The menial and labour staff, drawing a pay of Rs. 30 per month will be given a special war emergency allowance of Rs. 3 per month including the allowance of Re. 1 per month already granted, in addition to the present pay and grain compensation allowance with effect from the 1st July last.

Supply of Food Staffs at Controlled Prices.- Food stuffs would be supplied from the shops and depots proposed to be set up to all employees of the Corporation drawing up to Rs. 150 per month at controlled prices limited to Rs. 10 per person in the case of the labour and menial staff and limited to 50 per cent. of the monthly salary, not exceeding Rs. 50 per person per month in the case of other employees.

(The Amrita Bazar Patrika, 13 14-8-1942.) ✓

Employment

26

Wartime Recruitment Policy in Indian Railways: Railway Board's Orders.

The Railway Board had under consideration methods of ensuring that those who render war service in the present war, especially those in Railway military units, will, at the end of hostilities, be able to take advantage of any preference which it is decided to accord them in obtaining railway employment. The Board has decided that all future and existing substantive vacancies in non-gazetted ranks which are filled by direct recruitment, or by the appointment of temporary employees thereto, should until further orders, be filled in a temporary capacity only, so that when these ~~vacancies~~ vacancies come to be filled permanently, preference can be given to persons with war service.

Provident Fund and Other Facilities for Staff taken in Permanent Vacancies.- Although, therefore, men will be appointed henceforth only in a temporary capacity, yet they will, when appointed to fill permanent or provisionally permanent vacancies, be treated in the same way as permanent staff in respect of eligibility to subscribe to the Railway Provident Fund, educational assistance and notice of termination of service, and certificate of this eligibility should be attached to the first pay bill after such status is acquired. In other matters, such persons will be treated in the same way as temporary staff.

Future of Persons taken in Provisional Substantive Vacancies.- If, at any time, the provisional substantive vacancy so filled disappears, as, for example, when a railway servant having a lien on his post returns from the war or another department; or if, after the war the incumbent is replaced by a person with war service, such an employee may be retained in service against a purely temporary vacancy. The above privileges will then be discontinued, although the service thus rendered in a temporary capacity against a permanent or provisionally permanent vacancy will be added to any subsequent service for all purposes for which temporary service counts.

Persons Recruited to Purely Temporary Vacancies.- Persons appointed against temporary vacancies will continue to be employed in a temporary capacity as heretofore and will be treated as temporary staff in all matters.

Communal Representation.- The rules regarding reservation of posts for minority communities now in force on Railways will continue to apply.

Shed and Workshop Staff.- Staff in workshops and sheds are now treated as permanent after they have rendered three years' continuous service, and, if they then execute a service agreement, they are eligible for all the concessions admissible to permanent staff. This procedure will continue with this difference that the agreement which workshop and shed staff sign hereafter, should contain a clause to the effect that after the war they are liable to be replaced by men with war service, when their services will be terminated on the usual notice and that they will have no claim to compensation of any kind.

Apprentices.- These orders do not apply to posts of apprentices which may be filled according to present procedure.

Preference for Persons with War Service.- The actual term in which preference is to be accorded to persons with war service when vacancies are eventually filled permanently is under consideration.

These orders have effect from 1st June 1942 and apply to all substantive or provisionally substantive vacancies not filled on that date as well as to future vacancies. If the operation of these rules causes difficulty in finding recruits for any particular category of posts, a reference should be made to the Railway Board. ~~It is obviously desirable that~~ As few exemptions as possible should be made and the Board would require very full justification before accepting any proposals for such exemptions.

(The Railway Herald, Karach, 17-8-1942.)

Criticism by Railway Workers.- The Railway Herald, Karachi, in its issue of 17-8-1942 makes the following editorial comments on the new recruitment rules issued by the Railway Board: "This is a wrong method of making provision for persons with war services. So far as the railwaymen are concerned, they hold a lien on their substantive appointments in railway service and therefore there would be no difficulty in their getting back to work. As regards others, they can have preference for appointment after the close of the war, but to leave vacancies for them and make the present staff to work under a sort of suspense is a policy which is likely to discourage present staff engaged in war transport in this emergency from putting their best in the service. After all, a person who feels that he would not get proper treatment, namely, that he would not be confirmed after the necessary probationary period, can have no lasting interest in his service, and he tries to find out jobs where he has security of service. If the Railway Board is very keen on keeping a large number of railway posts unfilled permanently to provide opportunities of service to people with war services, it should go a bit further and amend railwaymen's service conditions in a manner as to admit employees who were once provided against permanent posts and are subsequently reverted to make room for persons with war services to enjoy all concessions and privileges due to confirmed men on the ground that they have once enjoyed them. It would amount to grave injustice to stop confirmations which ordinarily become due after a 12-months probationary period, and also refuse to liberalise rules so as to lessen the rigour of the sufferings of railwaymen who are doing their best in this great war.

(The Railway Herald, Karach, 17-8-1942.)*

Keeping Labour at Work during War Time:
Statement of European Business Community
of Bengal. ✓

The steps contemplated by Commerce and Trade Organisations representing European business and industries in Calcutta are set forth in a joint statement issued on behalf of the Bengal Chamber of Commerce, the Calcutta Trades' Association, the Indian Jute Mills Association, the Indian Tea Association, the Indian Mining Association, and the Indian Engineering Association. The statement says: "Being sensible of the present imperative need for a united front on the part of the people of India and of North-East India in particular against the aggressor Nations and against any interference with India's war effort

as a whole, and being impressed with the necessity, at the present time, of avoiding any possible interference with commerce and industrial employees, or with the war output of such employees, we on behalf of the interests we represent, hereby declare our intention of jointly and severally taking all steps within our power, by combined action or otherwise, and irrespective of political, racial and other considerations, in the following directions:

(a) of meeting, to the best of our ability, any disturbance of the present peaceful state of labour; (b) jointly or severally supporting and protecting those engaged in commercial and industrial employments by encouraging the maintenance of law and order throughout the country; and (c) of affording to commercial and industrial employees such protection as, with official assistance and co-operation, it may be possible to give them against economic and financial distress, in particular by promoting measures to ensure the adequate supply and distribution of essential foodstuffs at reasonable controlled prices.*

(The Hindu, 9-8-1942.) ✓

Employment of Troops in Essential Services: ✓

New amendments to the Defence of India Rules published by the Government of India empower the Government to direct that troops shall be employed in any undertaking which, in the opinion of the Government, is engaged in any trade or business essential to the life of the community. Essential services must be carried on in all circumstances, and where normal working stops for any reason the Government must take every possible step to secure their continuance. These amendments provide the necessary legal cover for the employment of suitably trained troops for such purposes.

(The Statesman, 22-8-1942.) ✓

Hotels and Restaurants declared Essential Services:
Madras Government's Order. ✓

of Madras.

H.E. the Governor has issued an order declaring all services connected with hotels, coffee clubs, restaurants and other eating houses in the Madras fortress area and 24 other A.R.P. towns in the Presidency as essential services under the Essential Services Maintenance Ordinance.

(The Bombay Chronicle 28-8-1942.) ✓

Prohibition of Strikes and Lock-outs Without Notice. ✓

In exercise of the powers conferred by Rule 81A of the Defence of India Rules and in supersession of the order of the Government of India in the Department of Labour dated the 6th March 1942 (vide pages 49 of our March 1942 report) the Central Government has made the following order, it being necessary to do so for securing the efficient prosecution of the war:

(i) No person employed in any undertaking shall go on strike in connection with any trade dispute without having given to his employer within one month before striking not less than 14 days' previous notice in writing of his intention so to do.

(ii) No employer of any undertaking shall lock-out his employees in connection with any trade dispute without having given to his employees within one month before locking out not less than 14 days' previous notice exhibited prominently in his undertaking, of his intention so to do, provided that no such notice shall be necessary while a strike exists in the undertaking, but a notice of the lock-out shall be sent within 3 days to such authority as may be specified by the Provincial Government either generally or for particular areas or particular classes of undertakings.

(iii) When any trade dispute has been referred to a Court of Inquiry or a Board of Conciliation under the Trade Disputes Act, 1929 (VII of 1929) or for conciliation or adjudication under an order made under rule 81A of the Defence of India Rules, no person employed in any undertaking concerned in the dispute shall lock-out or continue to lock-out his employees, during the period from the making of the reference until the expiry of two months after the conclusion of the proceedings upon such reference.

(iv) Sub-rule (5) of rule 81A of the Defence of India Rules shall apply to the interpretation of this order.

(The Gazette of India, Part I,
dated 22-8-1942, pages 1409 to 1410.)

Supply of Yarn to Handloom Weavers:
Madras to apply All-India Scheme.

The Scheme for the supply of yarn to handloom weavers drawn up by the Government of India will be brought into force in Madras Province from 15-8-1942. Under the scheme the entire process of distribution from the mill to the consumer will be controlled through the machinery of licensed dealers and the sale of yarn by anybody other than a mill or a licensed dealer will be strictly prohibited. With effect from 15-8-1942 no person other than a person acting on behalf of a cotton spinning mill, shall sell, store for sale, or conduct any business in cotton yarn unless he has a license in the prescribed form issued by the Provincial Yarn Commissioner. No such licence is necessary for a person selling, storing for sale, or carrying on business in cotton yarn spun by him or the members of his family.

(Press Note No. 157 of the Development Department, Government of Madras, dated 3-8-1942.) ✓+

Development of Mineral Resources:
Appointment of Advisory Committee to Utilisation Branch of Geological Survey of India. ✓+

Reference was made at page 33 of our May 1942 report to the appointment of a Utilisation Branch of the Geological Survey of India. In order to help in the successful development of the Utilisation Branch and to ensure that its work is fully explained to non-officials in India, the Government of India has now decided to form an Advisory Committee to advise on problems connected with the work of the Branch. The duties of the Advisory Committee will be - (a) to consider any reports submitted by the Utilisation Branch which Government decide to lay before the Committee and to advise Government on the further measures to be adopted; (b) to suggest to Government matters to which they consider the Utilisation Branch should devote its attention; and (c) to give Government advice on any other problems connected with the Utilisation Branch which Government may lay before them.

The Committee is to consist of 16 official and non-official members with the Labour Member, Government of India, as Chairman.

(The ~~XXXX~~ Gazette of India, Part I, dated 8-8-1942, pages 1357 to 1358.) ✓+

Restrictions on Closure of Shops trading in
Essential Articles. ✓

The Government of India has ~~am~~ amended the Defence of India Rules so as to add a new Rule 81D dealing with shops trading in essential articles. According to this Rule, a District Magistrate, if he considers it necessary for the purpose of maintaining supplies essential to the life of the community may, by general or special order and subject to the provisions of any law for the time being in force relating to shop-hours, require the proprietor of a shop or restaurant to keep open the shop or restaurant for the conduct of the essential business thereof during such period or periods as may be specified in the order. No proprietor of a shop or restaurant shall close the shop or restaurant on the occasion of a hartal or in contravention of any order issued by the District Magistrate. If a shop or restaurant is closed in contravention of these provisions, the District Magistrate or any person authorised by him by general or special order in this behalf may cause the shop or restaurant to be opened and the essential business thereof to be carried on through such agency as he may think fit and at such prices as may be specified in the order, and may use or cause to be used all such force as may be necessary for the enforcement of this ~~Rule~~. In case sale takes place under orders of the District Magistrate and through his agency, all stock-in-trade relevant to the essential business thereof may be sold or disposed of by the agency through which the essential business is carried on, and there shall be paid to the proprietor of the shop or restaurant a sum as representing the proceeds of the sale or disposal of such stock-in-trade less the amount of the cost of carrying on the essential business of the shop or restaurant.

(The Gazette of India Extraordinary,
dated 7-8-1942: pages 917 to 918.) ✓

The first meeting of the Food Advisory Council set up by the Government of India (vide page 41 of July 1941 report) was held on 24 and 25-8-1942 under the Chairmanship of Sir Jogendra Singh, Member for Education, Health and Lands, Government of India. The ~~same~~ following are some of the more important points emphasised by Sir Jogendra Singh in his opening speech at the meeting:

General Food Position: No ground for Immediate Anxiety.- Reviewing the food position in the country, Sir Jogendra Singh said that the problem for the meeting to consider was how to meet the requirements of Indian population and of the fighting forces, particularly in view of the shortage of rice ranging round 2,200,000 tons, as the result of the closing down of the supply from Burma and bad harvests in some areas. It was anticipated that an additional 850,000 tons of rice would be produced as the result of Government's campaign and other measures, and that the deficit in 1943-44 would be reduced to 1,100,000 tons, provided they continued to be favoured to the end of the season by the monsoon, as hitherto. ~~When~~ Wheat production would be increased by about 450,000 tons, as the result of the production drive, and there would be no deficit in 1943-44. The wheat position has been aggravated at present by transport difficulties and the natural tendency of the producer to hoard the surplus. "There can be no scarcity in the towns, if we can coax the hoarding into the market. There is no immediate possibility of a shortage. The early rice crop will be coming into the market, and should give 9,000,000 tons. This will be followed by jowar (6,500,000 tons), bajra (2,500,000 tons) and maize (2,000,000 tons). We should get 11,000,000 tons of these three crops. Thus, whatever the prospect may be from January to March, 1943, for wheat, and March to August, 1943, for rice, the present position ought not to be one of much anxiety."

Efforts to Stimulate Food Production.- Reviewing the efforts made to stimulate food production, Sir Jogendra Singh said that from the fund created by the levy of an additional duty on imports of raw cotton, the Government of India had made grants to four Provinces and three States in respect of lands diverted from cotton to food or fodder crops. He added that all applications for grants would receive favourable consideration up to the extent of the funds available. Giving figures, Sir Jogendra Singh said it was anticipated that 5,000,000 acres of land under short staple cotton and raw jute would now be used for raising food crops. There were about 105,000,000 acres of land described as culturable waste.

Protecting the Cultivator: Measures to prevent Serious Fall in Prices.- Dealing with the need to protect the cultivator from the ill effects of serious and sudden fall in prices, he said that the Government of India accepted in principle the recommendation of the Food Production Conference "That they (the Government of India) should buy sufficient quantities of foodstuffs both in the Provinces and States to prevent a serious fall in prices." This however, he said, was only the more immediate of the questions. The Council had also to face the question: what would be the position of the cultivator after the cessation of hostilities and what steps should be taken now to save him from the disaster which swept over the countryside after the last war. The problem of prices cannot be separated from the

problem of production, nor can prices be divorced from the volume of money in circulation at any time. Any change in the reward of labour in terms of money cannot fail to affect prices. When a larger volume of money is in circulation, the purchasing power of money goes down, and the consequence is a rise in prices. Other factors inescapable in war have accentuated the position. This vital factor should always be taken into account while controlling the prices of agricultural ~~taxes~~ commodities; otherwise control of prices will have adverse reactions on the agriculturists' willingness to grow more food.

Need for Planning.- Concluding, Sir Jogendra Singh said that while the food situation did not furnish any immediate ground for anxiety, he did not want to create the impression that all was well. He said: "We may at any moment be faced with scarcity in particular areas, on account of trade ceasing to function, further curtailment of transport facilities, and an increased demand for the defence services. I would, therefore, earnestly request this Council to approach the problems in the full realisation of these grim possibilities. We have no alternative but to plan ahead to meet our changing and increasing requirements."

(The Times of India, 26-8-1942.)

The more important of the decisions reached by the Council are briefly noticed below:

Price Control.- After examining various suggestions for inducing cultivators to give up hoarding, the Council felt that price control should be continued in the present circumstances but with the following modifications, with a view to ensuring free sales of all the available produce by the cultivators and dealers:-

(1) Price control should cover all the staple food grains which are competitive, regard being had to their normal price parities, the rising costs of production and other factors that govern price with the object of giving the grower a fair deal.

(2) A single agency should purchase the requirements for the Army and the deficit areas and such agency should have the monopoly of available wagon supplies for the inter-provincial movement of foodstuffs.

(3) Control should be extended to retail prices by way of laying down permissible margins in different areas.

The Council also recommended that data regarding the approximate quota of foodstuffs to be moved from one region to another may be worked out in the light of the food position in the country as a whole for the information of the War Transport Department ~~which~~ should be requested to arrange their wagon allocation programme on the basis of such data.

Distribution of Food Purchases for Defence Services.- In view of the large scale purchase of foodstuffs for the Defence services, the Council recommended to the Defence authorities to examine the feasibility of distributing their purchases over a number of surplus regions with a view to relieving pressure on transport and also to purchase a portion of their requirements in those areas where, due to the suspension of normal transport and trade facilities as a result of the Defence strategy or because of their vulnerability to enemy

action, surpluses are likely to accumulate.

Stimulating Food Production.- In order ~~to~~ further to increase the total area available for food production, the Council decided to request the Provincial and State Governments to examine the extent of old fallow lands lying idle, to investigate the causes of their being abandoned by cultivators and to take necessary remedial measures and steps for bringing them under cultivation. The Council decided to appoint a sub-committee to examine all the available sources of manure with a view to their fullest possible utilisation and, pending such examination, decided to recommend to the Provincial and State Governments to encourage compost making, to ask major municipalities to convert town refuse into fertilisers and to purchase and distribute oil-cakes amongst cultivators at concessional rates. The Council considered the growing scarcity of vegetable and eggs in the country and decided to request the Provincial and State Governments to organise a planned drive to encourage the production of vegetables on ~~an~~ all available spare strips of land in the vicinity of urban areas by provision of such concessions as free distribution of seed, reduced water-supply rates, etc., and to make suitable arrangement for their disposal. It was also suggested that Provincial and State authorities should take steps to ensure regular supply of milk to urban areas and to remove all restrictions such as octroi duty and other local imposts which impede the free movement of milk into cities.

Improvement of Transport Facilities.- The Council considered the ~~transport situation in the country which was becoming increasingly more difficult~~ and to relieve the situation decided to recommend that the Provincial and State Governments should be moved to take steps systematically to organise indigenous means of transport such as bullock carts and country boats for facilitating the internal and long-distance haulage of goods - the long distance haulage being arranged by a continuous and point-to-point bullock cart transport service.

Raising Crops in Plantations.- The Council decided to enquire of the plantation estates owners whether they have taken steps to utilise the available land in their estates for increasing food production. In their opinion it was not necessary at this stage to promulgate an order on the lines of the Ceylon Food Production Order (Estates) requiring the plantation estates to devote a prescribed proportion of the cultivated land to the production of food crops.

Statistics.- To facilitate the collection of information regarding the progress of "Food Production Drive", the Council decided to request the Provincial and State Governments to prepare and maintain graphs showing the increase in the area under food and fodder crops from year to year, taking the acreage under such crops in the three pre-war years as the basis.

(The Hindu, 29-8-1942.) *

35

Control Measures

Extension of Madras House Rent Control Order, 1941. ✓

In March 1942, the Madras House Rent Control Order, 1941, was extended to the whole Province except the city of Madras. In view of the reports from certain areas in the Madras City of profiteering in house rents by owners of residential houses, the Government of Madras has now decided to extend the Control Order to the City also. It has been brought to the notice of the Government that profiteering in rents is not confined to residential buildings only, but is prevalent also in the case of buildings used for storage accommodation. The Government has, therefore, decided that rents for such buildings should also be controlled, and has accordingly issued the Madras Godown Rent Control Order, 1942. The Order is on the same lines as the House Rent Control Order and will apply to all areas in the Province.

(Press Note No. 171 dated 18-8-1942
issued by the Development Department,
Government of Madras.) ✓

Bombay Kerosene Licensing Order, 1942

The Bombay Government has, in view of the acute shortage of kerosene in the province and the consequent development of profiteering and other practices, promulgated the Kerosene Licensing Order, 1942, which extends to the City of Bombay and the Bombay Suburban District. The Order prohibits the sale or ~~shortage~~ ~~of~~ for sale of kerosene except under licence.

(The Bombay Government Gazette
Extraordinary dated 31-7-1942,
pages 291 to 292.) ✓

Supply of Coal to Public Utility Concerns:
Duty of Controller of Coal Supply.

In view of the difficulties experienced in obtaining transport for the supply of coal, the Government of India appointed a Controller of Coal Distribution some four months ago with headquarters in Calcutta with the object of regulating the distribution of coal in the best interests of the country. Defining the duties of the Controller, a press communiqué issued by the Government of India on 14-8-1942 says:

The Controller is responsible for deciding the order of priority in which the coal has to be despatched, and his functions include the granting of priority for all shipments of coal, naval coal, loco coal for railways, all Government requirements, requirements of public utility concerns, and of the iron and steel industries. The Controller is also responsible for the allotment and control of wagons normally classified under "public".

(The Times of India, 12-8-1942.) ✓

Relief of Overseas Evacuees:
Government of India set up Special Fund. ✓

Provincial Governments, local Administrations and public charities have contributed generously to the relief of refugees and evacuees who have arrived in India, and have done much to meet their immediate needs. But the circumstances in which they have left their houses outside India are such ~~x~~ that assistance will continue to be needed for some time to come, though, it is to be hoped, on a diminishing scale. A special fund known as the Indian Overseas Evacuation Relief Fund has therefore been set up by the Indian Overseas Department of the Government of India, with the aid of a grant of Rs. 500,000 from the Viceroy's War Purposes Fund, for the purpose of affording assistance to non-official organisations engaged in relief work to evacuees. Applications for grants from this fund have to be submitted through the Provincial Government or local Administration concerned and have to be accompanied by a statement ~~xx~~ of the work done and an estimate, with information in support of probable requirements.

The grants so far made from or through the Indian Overseas Evacuation Relief Fund include Rs. 10,000 to the Marwari Relief Society and a like amount to the Governor of Orissa, and a sum of ~~x~~ Rs. 150,000 for the supply of immediate needs of evacuees arriving on foot on the Assam border. Smaller grants have also been made direct from the Viceroy's War Purposes Fund for the provision of amenities and necessities for evacuees who are accommodated in camps in Mount Abu and in Bharatpur State.

(The Statesman, 27-8-1942.) ✓

Evacuee Technicians: Employment secured by Labour Tribunal. ✓

The National Service Labour Tribunals in the Provinces are maintaining registers of technical personnel evacuated from Burma, Malaya and other Eastern countries with a view to securing employment for them. So far 370 such evacuees (mostly from Burma) have registered themselves in Bengal, 92 in Madras, 54 in the Punjab and N.W.F.P., 31 in the U.P., 25 in Bombay, 7 in the C.P. and 4 in Bihar and Orissa. The Bengal Tribunal has so far secured employment for 91 evacuees, nearly 25 per cent. of the number registered in that Province. Madras comes next having secured employment for 20, nearly 22 per cent. of the evacuees registered there. The Punjab and N.W.F.P. Tribunal has secured employment for seven evacuees, the Bombay Tribunal for two and the C.P. and Berar Tribunal for one.

(Unofficial Note issued by the Principal Information Officer, Government of India, on 19-8-1942.) ✓

Transport Problems

Possibilities of Increased Traffic by Country Craft on the West Coast of India Government of India orders

Inquiry. ✓

The Government of India has deputed Dr. H.F. Sorley, I.C.S., and Rao Bahadur Maneklal Lalubhai to investigate the possibilities of increased traffic by country craft on the west coast of India between Karachi and Cochin in order to relieve the pressure on railways and to supply the necessary commodities to the coastal tract and the areas within easy reach of the coast by roads.

(Press Note No. 781 dated 13-8-1942 issued by the Director of Information, Bombay.) ✓

Other areas in which water transport has possibilities are in Bengal and Assam and the Regional Transport authority, which is already acquainted with this problem is being asked to investigate the possibilities of a larger use of rivercraft for transport in these two provinces. As regards the rest of the country, water transport is largely ruled out as of inconsequential importance in the scheme of war transport.

Road Transport.- As for road transport, the present position is that the majority of vehicles are already being used by the various authorities for war work and that the first problem is to rationalise the use of these vehicles. The existing conditions have created confusion as one authority cuts into the sphere of another in using motor vehicles. It is proposed, therefore, to appoint provincial controllers of motor vehicles so that they may have full knowledge of the vehicles operating in their area and help their distribution between various activities in the most effective and economical way. This plan of rationalisation will also enable the

Central Government to know the number of vehicles available in each area which are in surplus to the requirements of war work and which could be used when and where required.

Rail Transport.- It has not been found possible, however, in view of the shortage of petrol and tyres and exigencies of the military situation, to develop road transport, in any area to the extent that it may relieve railways entirely of their burden. The main problem of war transport is a better turn-round of railway wagons and the War Transport Department is busy daily contacting port authorities, military authorities and Supply officials to see that no delay occurs in unloading wagons. The War Transport Department is busy in consultation with the Railway ~~Board~~ Board with devising plans for further improving the rate of turn-round of wagons.

(The Times of India, 8-8-1942.)+

Motor Transport Committee appointed by Government of Madras.

The Government of Madras have decided to constitute a committee to advise them on the following points: (1) In what manner the ~~xxxx~~ transport motor vehicle resources of the Province may be best conserved and devoted to essential uses and whether it is advisable to compel the conversion of lorries to producer-gas in view of the difficulty in getting tyres, and (2) the rules which should be made applicable to the use of producer-gas plant on private motor cars in the light of the following criteria:- (a) to ensure the safety and convenience of the general public and of other road users, and (b) to ensure, in the general interests of the defence of India in the present war situation, that there is no undue or avoidable waste of the country's motor vehicle resources.

The Chairman of the Central Traffic Board will be the Chairman of the Committee and Mr. T.A. Varghese, I.C.S., Secretary to the Central ~~Board~~ Road Traffic Board, will be the Secretary of the Committee.

(The Hindu, 24-8-1942.)+

Compensation for War Injuries.

Extension of War Injuries Ordinance, 1941:
Second Amendment Ordinance.

The Government of India has gazetted the War Injuries (Second Amendment) Ordinance, 1942, to extend the application of the Original Ordinance to "British Subjects and Servants of the Crown in any part of India".

(The Gazette of India Extraordinary dated 8-8-1942, page 919.)+

List of the more important publications received in this Office during August, 1942.

Conditions of Work.-

Annual Report on the working of the Factories Act, 1934, in the Province of Orissa, for the year 1941. Superintendent, Government Press, Cuttack. 1942. Price Annas 15.

Economic Conditions.-

- (1) Reserve Bank of India. Report of the Central Board of Directors for the year ended the 30th June 1942. (To be presented to the Shareholders at the Eighth Annual General Meeting to be held on Monday, the 10th August, 1942, at Madras in the Museum Theatre, Pantheon Road, at 3 p.m.) 1942. The Times of India Press, Bombay.
- (2) Annual Market Review, 1941. Premchand Roychand & Sons, Ltd., Bombay. 1942.
- (3) Department of Commercial Intelligence and Statistics, India. Annual Statement of the Sea-Borne Trade of British India with the British Empire and Foreign Countries for the fiscal year ending 31st March 1940. Vol. II. Abstract and detailed tables of the trade and shipping with each country and at each port and tables relating to the trade of the French Possessions in India. Published by the Manager of Publications, Delhi, 1942. Price Rs. 20-4-0 or 3ls.
- (4) Index Number of Weekly Wholesale Prices of Certain Articles in India from week ending 19th August 1939 to week ending 31st December 1941. Issued by the Office of the Economic Adviser, Government of India. Published by the Manager of Publications, Delhi. 1942. Price Rs. 4 or 6s.6d.
- (5) Proceedings of the Meeting of the Standing Finance Committee for Railways; 3rd and 4th July 1942. Vol. XIX, No. 1. Published by the Manager of Publications, Delhi. 1942.

Social Insurance.-

Report on the Administration of the Workmen's Compensation Act (VIII of 1923) in the Central Provinces and Berar during the calendar year 1940. Nagpur: Government Printing, C.P. and Berar. 1941. Price Annas .6.

Organisation, Congresses, etc.-

- (1) Federation of Indian Chambers of Commerce and Industry: Proceedings of the Fifteenth Annual Meeting held at Delhi on 7th and 8th March 1942. Vol. III. 1942. 28, Ferozshah Road, New Delhi.
- (2) Report of the Bombay Chamber of Commerce for the year 1941. Bombay: G. Claridge & Co., Ltd., 1942.

Social Policy.-

Fourth Labour Conference (First Tripartite Conference) (Held at New Delhi on the 7th August 1942) August 1942. New Delhi: Printed by the Manager, Government of India Press. 1942.

C 6/2/29

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for September 1942.

N.B. Each section of this report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
1. <u>National Labour Legislation.-</u>	
<u>Bombay:</u>	
Draft Bombay Lifts Rules, 1942.	1
<u>Punjab:</u>	
Extension of the Punjab Trade Employees' Act to More Centres.	1
<u>Sind:</u>	
The Draft Sind Industrial Disputes Bill, 1942.	1
2. <u>Social Policy.-</u>	
Government's Labour Legislation Proposals; Views of Vice-President of Indian Merchants' Chamber, Bombay.	2
3. <u>Conditions of Work.-</u>	
<u>Wages:</u>	
Review of Wages in the Bombay Cotton Mill Industry during the last 30 years.	3-5
<u>Industrial Disputes:</u>	
(a) Industrial Disputes in British India during 1941.	6-7
(b) Proposal of Government of India to amend the Trade Disputes Act; Views of A.I.T.U.C. on the Proposals.	7-9
<u>General:</u>	
(a) Labour Welfare Activities in Mysore Government Industrial Concerns.	10-12
(b) Labour Welfare in Mysore: Decisions of Labour Welfare Board.	12-13
4. <u>Economic Conditions.-</u>	
(a) Council of Scientific and Industrial Research: New Body set up by Government of India.	14-15
(b) Index Numbers of Weekly Wholesale Prices of Certain Articles in India from 19-8-1939 to 31-12-1941.	15
(c) Working Class Cost of Living Index Numbers for Various Centres in India during May 1942.	16
5. <u>Social Insurance.-</u>	
Working of the Workmen's Compensation Act in Bihar in 1941.	17
6. <u>Migration.-</u>	
Relaxation of Ban on Indian Emigration to Ceylon: Restricted Scope of Order.	18
7. <u>Professional Workers, Salaried Employees and Public Servants.-</u>	
Conditions of Work of Indian Journalists: Mr. Brelvi suggests Unionism among Journalists.	19

Contents

Pages

8. <u>Co-operation and Cottage Industries.-</u>	
Development of Small-scale Industries in U.P.: Sub-Committee appointed by Industrial Financing Corporation.	20
9. <u>Social Conditions.-</u>	
Agrarian Serfdom in India; Debt Bondage; Forced Labour; Illegal Exactions.	21-23
10. <u>Public Health.-</u>	
Rural Health in U.P.: Government's Scheme to subsidise Practitioners of Indigenous Systems of Medicine.	24
11. <u>Social Policy in War Time.-</u>	
<u>Wages:</u>	
(a) Increased Dearness Allowance for Low-Paid Government Servants in Orissa.	25
(b) Increased Dearness Allowance for Low-Paid Government Servants in Bihar.	25
(c) Demand of Coimbatore Mill Workers' Union for Bonus and Dearness Allowance.	26
(d) War Bonus to Workers in Empress Mills, Nagpur.	26
(e) Increased Dearness Allowance for Low-Paid Government Employees in Assam.	26-27
(f) Pay of Indian Soldiers: Third Increase since 1939.	27
<u>Employment:</u>	
(a) Up-Grading of Semi-skilled Labour to Skilled Categories: Government of India's Plan.	28
(b) Employment of Bevin Boys: Statement by Labour Member.	28
(c) Labour Position in India vis-à-vis Political Situation: Review by Labour Member.	29
<u>War Transport:</u>	
(a) Review of War Transport Problems: Increased Efficiency of Railways.	30-31
<u>Price Control:</u>	
(a) Review of Action taken on the Decisions of the Five Price Control Conferences.	32-33
(b) Sixth Price Control Conference, New Delhi, 7 and 8-9-1942.	33-37
<u>Control Measures:</u>	
(a) Defence of India (Second Amendment) Ordinance, 1942.	38
(b) Bihar Essential Commodities (Possession and Storage) Order, 1942.	38
(c) Coal Distribution (Naga Hills) Order, 1942.	38
(d) Rubber Manufactures Control Order, 1942.	38
(e) Iron and Steel (Control of Movement) Order, 1942.	39
(f) Iron and Steel (Demand for Information) Order, 1942.	39

Contents

Pages

1. Social Policy in War Time.- (Continued)

Labour Welfare:

(a) Liaison between Government, Employers and Workers: Appointment of Eight Assistant Labour Welfare Officers.

39

Industrial Disputes:

Proposal to amend Government's Recent Order re. Lockouts: Interests of Non-Strikers.

39-40

General:

Labour Force for Defence Works: Military Commanders Empowered to requisition.

40

Production:

(a) Indian Industries and the War: Progress due to War Effort: Orders at the rate of Rs. 200 Million per Month.

41-43

(b) Final Report of American Technical Mission: Recommendations for Speeding up Production.

43-44

Post-War Reconstruction:

Post-War Reconstruction Plans: Sir M. Visvesvaraya's Criticism of Government action.

45-46

2. List of the more important publications received in this Office during September 1942.

47.

Bombay.-

Draft Bombay Lifts Rules, 1942.

The Government of Bombay has gazetted for public consideration the draft of the Bombay Lifts Rules, 1942, which the Government intends adopting. The Rules relate to the general administration of the Bombay Lifts Act, 1939. The Rules are to be taken into consideration by the Government by 17-12-1942.

(The Bombay Government Gazette, Part IV-B, dated 24-9-1942, pages 371 to 391.)

Punjab.-

Extension of the Punjab Trade Employees' Act to
More Centres.

The Punjab Government has extended the Punjab Trade Employees Act, with effect from 1-10-1942, to the municipal limits of Kasur, Patti, Panipat, Karnal, Fazilka, Abohar, Muktsar, Gujrat, Jalalpur Jattan, Mandi Bahaudin, Moga, Gurgaon, Rewari, Jhang Maghiana, Chiniot, Sheikhpura, Nankana Sahib, Hissar, Hansi, Mian Channu, Pakpattan, Kalra, Wazirabad and Miranpur.

(Notification No. 4523-I. & L.-42/50512 dated 19-9-1942: The Government Gazette, Punjab, Part I, dated 25-9-1942, page 1100.)

Sind.-

The Draft Sind Industrial Disputes Bill, 1942.

The Government of Sind has gazetted the draft of the Sind Industrial Disputes Bill, 1942, which it intends introducing in the local Legislature. The Bill is modelled on the Bombay Industrial Disputes Act, 1938; changes which have been made are those which are considered necessary on account of the peculiar industrial conditions of Sind.

The special feature of the Bill is that strikes and lock-outs have been made illegal until the whole of the machinery provided for discussion and negotiation has been made use of. Grievances of workers or any alterations in their conditions of work will be fully investigated and conciliation will start to function immediately a dispute is likely to occur. There will be a Labour Officer to look after the interests of workers, and Conciliators or Special Conciliators will be appointed for any particular industry or in any particular local area according to the existing circumstances. Provision has also been made for the appointment of Boards of Conciliation. On behalf of workers negotiations will be carried on by their elected representatives, qualified unions, representative unions or by the Labour Officer. The Bill also provides for the appointment of arbitrators and a Court of Industrial Arbitration.

(The Sind Government Gazette, Part IV, dated 3-9-1942, pages 222 to 257.) ✓

2

SOCIAL POLICY

Government's Labour Legislation Proposals:
Views of Vice-President of Indian Merchants' Chamber, Bombay.

In the course of his speech at the second quarterly meeting of the Indian Merchants' Chamber, held in August 1942, Mr. Haridas Madhavdas, Vice-President of the Chamber, dealt with the effect on industry of the recent proposals of the Government of India in regard to labour legislation. Relevant extracts from the speech are reproduced below:

"The burdens imposed upon industry on account of social and ameliorative measures should be strictly limited to the capacity of the industry concerned to bear them. Government's present proposals include the grant of holidays with pay for industrial workers, compulsory recognition of trade unions, provident fund facilities, etc. The principles underlying all these measures may be sound, but as the Government of India themselves, on another occasion, said, "every sound principle of labour welfare is not capable of satisfactory general enforcement by legislative enactment." Industrial conditions during war are necessarily of an abnormal character and measures which are more or less of a permanent nature should be considered only in normal times. It is also not desirable to consider piecemeal proposals for labour reform as by such a procedure, employers would not be in a position to know the extent of the cumulative burden they would ultimately be called upon to bear on account of the cost of all such schemes. ~~Under the Government of India Act, subjects like legislation relating to labour welfare are placed on the concurrent Legislative List, so that, both the Provincial as well as the Central Legislature have power to enact legislation in respect of matters relating to labour welfare.~~ This has already led to diversity in labour standards as between the different Provinces. Added to this, there is the problem presented by the Indian States, where labour standards are admittedly low. The importance of securing uniformity in matters relating to labour legislation throughout geographical India has before now been stressed and when fresh proposals are under discussion, it will not be out of place to emphasize this aspect. By consultation and agreement between the different Provinces and the authorities of the Indian States, the Central Government should promote an all-India uniformity in matters relating to labour welfare, so that the factor of unequal competition caused by differential standards as between one Province or unit and the others would not be allowed to impose a handicap on any industry situated in a Province, which has been more progressive in its labour policy."

(The September 1942 issue of the
Indian Textile Journal). †

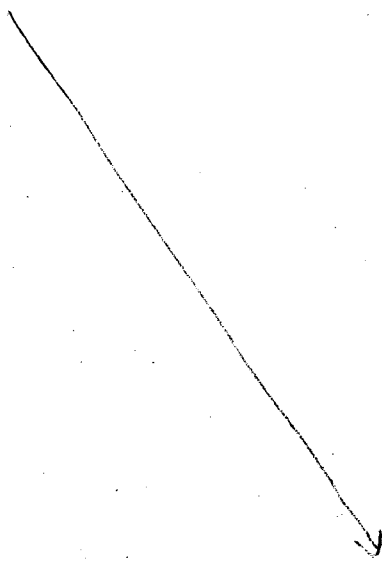
Conditions of Work.

Wages.

Review of Wages in the Bombay Cotton Mill Industry during the last 30 years.

An interesting article published in the September 1942 issue of the Indian Textile Journal studies in the light of statistics taken from Government publications, the present wages position in the Bombay textile industry. The article is summarised below:-

Review of Wage Fluctuations.- During the period from 1921 to 1937 the Labour Office of the Government of Bombay conducted six inquiries into the wages paid to the Bombay cotton mill workers. An examination of the statistics collected by these inquiries shows that the wages paid in July 1926 were the highest, as compared with those paid at any other period prior to 1937. The reason is that ~~the industry had been paying a dearness allowance of 70 per cent. and 80 per cent. to time- and piece-workers respectively from 1922 to 1933.~~ Since July 1937, when the last inquiry into wages was conducted by the Labour Office, however, the wage level in the industry has continuously shown a rise. By accepting the recommendations of the Textile Labour Inquiry Committee contained in its interim report, the wages in the industry were raised by 12 per cent. from February 1938 onwards. The second occasion when the wage level was increased was when the industry decided to implement the majority recommendations of the Rangnekar Board of Conciliation and to pay a dearness allowance equivalent to 10 per cent. of the average wages in the industry to all the workers with effect from the month of



December 1939. This dearness allowance was revised and placed on a sliding scale since July 1941, and these scales were extended, from time to time, in order to cover the rise in the Bombay Working Class Cost of Living Index Number. The dearness allowance according to the sliding scale varies from Rs. 4-8 to Rs. 18-8 for a month of 26 working days covering the variations in the Official Cost of Living Index Number from 124 to 183.

Average Earnings in 1914 and 1942.- The figures showing the average earnings of cotton mill workers based on the result of the inquiries conducted by the Labour Office up to July 1937 have been set out in the following table, together with the figures of earnings compiled by taking into account interim increases granted since February 1938 and the dearness allowances since December 1939.

Average Daily and Monthly Earnings of Bombay Cotton Mill Workers during the Period 1914 to 1942.

Period	Average Daily Earnings ^a .			Average Monthly Earnings (26 days)		
	Rs.			Rs.		
May 1914	0	10	1	16	6	0
May 1921	1	2	10	30	10	0
August 1923	1	4	2	32	12	0
July 1926	1	5	3	34	9	0
December 1933	1	1	2	27	14	0
October 1934	1	1	10	29	0	0
July 1937	1	1	6	28	7	0
February 1938	1	3	9	32	2	0
December 1939	1	5	9	35	6	0
August 1941	1	7	6	38	3	0
January-June 1942	1	8	9	40	4	0
July 1942	1	13	0	47	2	0

It will be seen that the workers are getting nearly 16 per cent. higher wages at present as compared with those in 1926, which was the highest level of wages reached before 1937.

Changes in Wage Levels of Important Classes of Workers.- A study of the average monthly earnings of certain numerically important occupations in July 1926 and during the first six months of 1942 reveals the fact that there has been marked increase in the earnings of cotton mill workers. The relevant figures are set out in the following table:

Occupations.	Average Monthly Earnings (26 days)					
	July 1926 10 hours.			From January to June 1942 9 hours		
	Rs.	a.	p.	Rs.	a.	p.
Drawing tenters	33	9	0	38	5	0*
Slubbing tenters	36	2	0	41	6	0
Inter tenters	33	5	0	37	12	0
Roving tenters	32	0	0	36	11	0*
Doffer boys	19	10	0	45	4	0**
Tarwallas	24	15	0	27	15	0
				32	9	0

(table continued)

	Rs. a. p.	Rs. a. p.
Siders	26 15 0	33 13 0*
		40 4 0**
Reelers	17 11 0	29 8 0
Grey winders	19 0 0	29 13 0
Colour winders	24 5 0	33 2 0
Two-loom weavers	47 9 0	48 15 0
Warpers	54 14 0	57 13 0
Drawers	47 9 0	55 14 0
Coolies	25 12 0	32 2 0

* Single

** Double

The figures given above indicate that in certain occupations, such as winders, reelers, tarwallas, doffer boys, etc., the average earnings of workers have increased by more than 30 per cent. as compared with July 1926 when the industry was paying 70 per cent. and 80 per cent. dearness allowance to time- and piece-workers respectively. If the figures of average monthly earnings are compiled on the basis of the dearness allowance paid in July 1942, the figure in the second column of the above table will show a further increase of 16 per cent. over the wage level during the first six months of this year, or, in other words, the wage level ~~is higher by 35 per cent. as compared with the wage level of July 1926.~~ in July 1942 is higher by 35 per cent. as compared with the wage level of July 1926.

Bonus and other Amenities. - In addition to dearness allowance, the Bombay industry paid a war bonus amounting to 12½ per cent. of annual earnings of workers during 1941 or a bonus equivalent to the wages of a month and a half in February 1942.

Unlike several other industries, the Bombay cotton mill industry established cheap grain shops in almost all the mills in Bombay for the benefit of their employees as early as in December 1939. Uniform prices are fixed by the Millowners' Association, Bombay, for each month, and food grains and other articles are sold at these prices in all these shops. A number of mills in Bombay, it is reported, have also started canteens for their workpeople at which tea and other eatables are available for sale. Prices fixed for tea and other articles of food have been maintained at their pre-war level. ✓

Industrial Disputes

Industrial Disputes in British India during 1941.

According to a communiqué dated 8-9-1942 on industrial disputes in British India during 1941, issued by the Department of Labour of the Government of India, the total number of strikes during the year (including 5 strikes in progress at the close of the year) was 359 and the number of workers involved 291,054 as compared with 322 strikes involving 452,539 workers during 1940. The total number of working days lost was 3,330,503 as compared with 7,577,281 in 1940. Cotton and Jute Mills accounted for 44 per cent. of the strikes, 70.3 per cent. of the workers involved and 66.6 per cent. of the loss of working days. In 227 disputes or 63.2 per cent., the chief demands related to wages or bonuses. The number of strikes in which the workmen were successful in gaining ^{any} concessions was 186 or approximately 52.5 per cent. of the total number of strikes ended during the year.

Regional Distribution. - During the year under review, there were 100 disputes in Bombay involving 89,907 workers and entailing a loss of 588,454 working days. Next comes Bengal with 80 disputes involving 82,182 workers and entailing a loss of 584,186 working days; the Punjab with 45 disputes involving 5,615 workers and entailing a loss of 89,159 working days; Madras with 28 disputes involving 25,302 workers and entailing a loss of 463,359 working days; the U.P. with 24 disputes involving 34,704 workers and entailing a loss of 279,203 working days; the G.P. and Berar with 19 disputes involving 27,872 workers and entailing a loss of 884,475 working days; Bihar with 9 disputes involving 11,295 workers and entailing a loss of 318,321 working days; Assam with 7 disputes involving 2,629 workers and entailing a loss of 5,036 working days; Sind with 5 disputes involving 445 workers and entailing a loss of 3,408 working days; Delhi with 2 disputes involving 2,200 workers and entailing a loss of 10,600 working days; and Ajmer-Merwara with 1 dispute involving 7,983 workers and entailing a loss of 124,303 working days.

Classification by Industries. - Classified according to industries, there were 144 disputes in cotton, silk and woollen mills involving 149,563 workers and entailing a loss of 1,807,295 working days; 26 in engineering workshops involving 10,828 workers and entailing a loss of 156,233 working days; 17 in jute mills involving 55,190 workers and entailing a loss of 410,047 working days; 7 in railways including railway workshops involving 22,318 workers and entailing a loss of 242,102 working days; and 5 in mines involving 4,998 workers and entailing a loss of 205,862 working days. In all other industries together, there were 163 disputes involving 48,157 workers and entailing a loss of 508,964 working days.

Causes and Results of Strikes. - Of the 359 disputes during the year, 218 were due to questions of wages, 55 to those of personnel

15 to those of leave and hours of work, 9 to those of bonus and 62 to other causes. In 75 cases the workers were fully successful, in 111 partially successful, and in 168 unsuccessful; 5 disputes were in progress at the close of the year. ✓

7

Proposals of Government of India to Amend the Trade Disputes Act:
Views of A.I.T.U.C. on the Proposals. ✓

The question of amending the Indian Trade Disputes Act in the light of its working since 1929 was discussed by the 1st and 2nd sessions of the Labour Ministers' Conference held in 1940 and 1941 respectively. The second session came to the following conclusions on the subject:

- (1) the procedure laid down in the Government memorandum to the 2nd session for the prohibition of strikes and lockouts during the period of conciliation may be adopted and legislation undertaken therefor;
- (2) such legislation might include provision for the employers giving information to the Labour Commissioner regarding conditions of labour in each individual concern;
- (3) ~~during the period of conciliation the status quo should be maintained both by the employers and by the employees;~~ and
- (4) any consequential suggestion following on the adoption of ~~these proposals~~ should be circulated to Provincial Governments for their opinion before the draft Bill is approved by the Government of India.

It was also generally agreed that Central Government undertakings and Federal Railways should, in reference to disputes arising in them, be the exclusive responsibility of the Central Government, but that there should be the closest liaison between any authority established by the Central Government for the resolution of such disputes and the existing conciliation authorities of Provincial Governments; and that in cases where a dispute is so localised that it can be treated in isolation, it is desirable to utilise the machinery of the Provincial Government for conciliation.

Views of A.I.T.U.C.- The General Secretary of the All India Trade Union Congress, Mr. N.M. Joshi, has made the following criticisms on the draft Bill recently circulated by the Government:

Controversial Nature of Legislation.- The Working Committee of ~~the~~ A.I.T.U.C. considers that the subject matter of the Bill is of a controversial nature and the Bill is, therefore, unsuitable for being discussed and enacted during war time. The Government of India, themselves, admit that for the purpose of preventing strikes taking place without notice and preventing their continuance during the process of conciliation, there is already provision made by Ordinances and Rules made under the Defence of India Act, and no inconvenience will be caused if the Bill is not proceeded with during war time. The Government of India cannot have forgotten the controversy and excitement that were caused during the passage of the Bombay Industrial Disputes

8

Act, 1939, and some time after, though the Bombay legislation is not one-sided as this Bill, which throws additional responsibilities and puts restrictions on the workers, without putting consequential responsibilities on the employers, and exempts the Governments from consequential responsibilities.

Need for Restriction on Changes in Conditions of Labour.- The Working Committee brings to the attention of the Government that though the Bombay Act makes strikes without notice and during the period of conciliation, illegal, it throws on the employer the responsibility of giving notice of every change in the conditions of employment. By merely prohibiting lock-outs without notice, the Government of India does not place employers and workers on a position of equality. To introduce a change in the conditions of which the employees do not approve, the employer has not to declare a lock-out. The employers who control the industry can introduce any change without notice and without any attempt at compromise or conciliation and force the workers if they do not approve of it to give the notice of a strike; as workers cannot give notice of a strike except in the last resort, the employers are placed in a very advantageous position, for they can force a change upon workers unless the workers adopt the risky habit of giving notice of a strike whenever the employers introduce even small changes in the conditions which the workers disapprove. The Working Committee hopes that the Government will see that this is one of the weaknesses of the provisions of the Bill as compared to the Bombay Industrial Disputes Act.

Moreover, the Working Committee draws the attention of the Government of India to the fact that the Bombay Act places an obligation upon the Bombay Government to investigate into every change in the conditions of service, which is sought to be introduced by the employers and which is not approved by the employees, with the result that employers will not lightly seek to change the conditions to the disadvantage of the workers without their consent, as they know that such a change or such changes will be investigated into by the Government even though the workers may not give notice of a strike.

Lack of Government Responsibility for Maintaining Conditions of Work.- Further, the Bombay Act throws the responsibility on the Bombay Government not only to investigate into all the disputes regarding conditions of service initiated either by the employers or by the workers, but throws on that Government the responsibility of approving the standing orders framed by the employers and also any subsequent changes made in them thereafter. In the Government of India Bill there is no provision for such approval by an independent authority. Also, in the Government of India's Bill there is no obligation on the appropriate Government to investigate into the disputes; it secures the power to delay strikes in any industry without any compulsory addition to its own responsibility.

The Working Committee points out that by its proposed Bill declaring strikes without notice illegal and punishable, the Government of India is converting what is only a civil wrong into a criminal offence, which is a serious disadvantage placed upon the workers. Recognising this, the Royal Commission on Indian Labour when dealing with the provisions in the Trade Disputes Act, 1929, making strikes without notice illegal even in the public utility services, observed: "In our view the weakest point of the Indian Provision is that, while it restricts the power of the workers in public utility services to

9
coerce the employers, it gives in return no assurance that their grievances will receive a hearing".

(The Trade Union Record, July 1942
issue.) ✓+

10

General

Labour Welfare Activities in Mysore Government Industrial Concerns. ✓

Mysore State has during the last few years advanced considerably in the industrial field. Several fairly large-scale concerns have been established, some by Government itself and some others with its help and guidance. With the development of industries, attention has increasingly been paid to labour conditions and labour welfare problems. Besides the adoption several years ago of a Factories Act, a Maternity Benefit Act and a Workmen's Compensation Act, the Government has recently issued instructions regarding the organisation of labour associations in all factories with a view to having the grievances of labour heard and remedied promptly. The labour welfare activities of some of the larger industrial concerns owned, controlled and run by the Government of Mysore are briefly noticed below. In addition to observing all the general labour welfare regulations, a special set of Working Service Rules has been framed under which the workers are given facilities in regard to leave, provident fund, bonus on retirement, etc. Under these rules, leave and provident fund benefits are admissible to all labourers. In some of these concerns, however, Government has gone a step forward and extended certain other facilities also.

I: Welfare Activities in Mysore Iron and Steel Works: The Mysore Iron and Steel Works started operations in January 1923. Since the very commencement the authorities of the Works have been mindful of the welfare of their employees. A Town Committee was constituted in 1924 with the Town Officer as Secretary and the Medical Officer, Civil Engineer, and some others representing residents as members and a senior officer as President. This Committee looked after the maintenance of buildings and roads, sanitation, education, street lighting, drinking water supply and medical facilities all of which were provided by the Works. The social amenities and needs were studied by this committee and the problems were tackled one by one as and when the finances of the Works permitted their introduction. A Welfare Department with a full-time officer and a Social and Welfare Committee was constituted recently.

Educational and Recreational Facilities.- 6 primary schools and a girls' middle school have recently been started by the Iron and Steel Works and are maintained by them in different labour colonies at Bhadravati and at the Mines at Kemmangandi and Bhadrigud as a part of welfare activities. Another primary school is being started this year. Besides these, an aided high school was established in 1938. The total number of boys and girls studying in the various schools in the New Town area is 1,322. Adult literacy classes have been organised where free education is imparted to grown-up illiterates. 81 adults took the first examination and 45 the second examination in 1941-42. The workers are slow to realise the importance of education and progress is therefore slow.

Reading rooms have been opened in four labour colonies and a free library has been opened in one of them.

Sports sub-committees for each labour colony have been formed and entrusted with the conduct of sports and games in the localities. The

11

Works provided sport materials and other facilities free of cost..

Dramatic troupes composed of employees of the Works are encouraged and facilities are provided for them to stage dramas. Open air dramas, magic performances, folk dancing, etc., are arranged for the entertainment of the people. A radio has been installed for the entertainment of the public in the evenings.

(2) Medical Facilities.- An hospital for men near the Works and another for women and children in the New Town are run by the Works. In-patient wards are attached to both the hospitals. A maternity ward is attached to the women's hospital, at which ante-natal and child clinics are held every week. The hospital is provided with an X-ray Department and an ambulance car. Medical aid is free to all employees of the Works. A Medical Officer visits at regular intervals the labour working in Mines, Tramways and in the Forests and renders necessary medical aid.

(3) Panchayats.- Petty quarrels among labourers are amicably settled by panchayat committees in each labour colony and the residents are advised to live amicably.

(4) Housing and sanitation.- The Works have laid out a town with a number of well-built and airy cottages, wide roads, etc., on a ridge half a mile to the west of the factory. The houses are of different types to suit the convenience of all classes of employees. Hand-flush latrines and underground drainage have been provided. Electric street lights, protected water supply, sanitation, roads and buildings, etc., have all been provided and maintained by the Works. Only nominal rents are charged on the houses and no charges are levied for Municipal services rendered. In spite of the fact that the Works have spent nearly Rs. 1 million on housing they have not been able to meet the demand for houses for all the labour. A scheme for laying out more labour colonies with cottages built by the Works is under consideration. To enable such of these labourers as would wish to put up temporary sheds, the Works have allotted house sites in three temporary labour colonies on a nominal ground rent and provided the colonies with electric street lights, drinking water taps and are looking after sanitation and health of the colonies.

(5) Works Service Rules.- The Government has introduced Rules of Service on the Works according to which the employees are entitled to the following among other benefits:- (1) leave with pay for 14 days for every year's service; (2) religious holidays for 2 days in a year; and (3) provident fund for all employees.

(6) Co-operation.- Two buildings have been built by the Works and given over to the Bhadravati Iron and Steel Works Co-operative Society, a combined credit and provision society composed of the employees of the Works. The Works have also been giving help to the society in the way of collection of dues from the members' pay on the Works, etc. A thrift deposit scheme has been introduced on the Works to enable employees to save their surplus earnings. Departmental debt redemption societies have been working in four departments of the Works, and these have helped considerably in releasing the workers from money lenders.

II. Welfare Activities in Government Electric Factory.- There is a small dispensary attached to the Factory, as also a full time physician

for immediate attendance on the employees whenever necessary. The sections are also provided with First Aid boxes. The Institution runs a Sports Club, of which all the employees of the Factory are members.

A labour association has been recently started, which is taking active interest in labour welfare work. A reading room in which newspapers and journals in English and Kannada will be available is proposed to be started early by the Sports Club and Labour Association. Coffee is being distributed free to all the employees of the Factory every afternoon. The factory authorities hope to start a canteen of their own, where cheap and wholesome food will be provided for the employees.

III. Government Soap Factory. - Two rooms, one for male and the other for female labour, in addition to the spacious side verandahs in the front of the Factory are made available for purposes of lunch during interval and for recreation after work hours. The factory always keeps a stock of household medicines and first aid remedies for emergencies as a first aid measure but not as a regular feature.

IV. Government Porcelain Factory. - Eight labourers' quarters have been constructed and they are occupied by labour employees. Arrangements for medical assistance to labourers have been made. The doctor at Mallewaram Dispensary visits the Factory twice a week and the labourers who desire to have medical assistance are asked to consult him. Proposals are under consideration for the formation of a sports club for labour employees and for the opening of a canteen within the premises to supply wholesome food and coffee and for providing other amenities.

V. Government Silk Weaving Factory. - Persons who are working in the night shift are given relief. A creche has been started just near the factory for the welfare of the children of the women workers. The factory has proposed to contribute Rs. 100 towards the expenses.

(Mysore Information Bulletin,
August 1942.) ✓+

Labour Welfare in Mysore:
Decisions of Labour Welfare Board. ✓+

A meeting of the Labour Welfare Board set up by the Mysore Government some time back was held on 31-7-1942 under the chairmanship of Mr. B.G.A. Mudaliar, Commissioner of Labour in Mysore. A brief review of the decisions of the Board is given below:-

Reconstruction of Labour Welfare Board. - The Board took note of the developments that had taken place in the matter of labour legislation since the last meeting of the Board in November 1941 and recommended that in view of the enactment of the Mysore Labour Act, and provision of conciliation machinery for the peaceful and amicable settlement of industrial disputes, the present Labour Welfare Board, constituted in October 1940, be reconstituted so as to include representatives of industrial employers, Registered associations of employees, general public interested in labour welfare, etc., to consider all matters affecting welfare of labour.

Promotion of Labour Welfare Scheme. - The Board was of the view that a separate Labour Welfare Section should be organised in the State Department of Labour and discussed the directions in which labour welfare

activities may be organised; the Board recommended that the association of employees may be encouraged to start labour welfare activities by the provision of grant-in-aid to supplement the welfare schemes introduced by employers and that wherever such welfare measures have not been organised, the Department of Labour may start welfare centres. The Board further recommended that the activities of the Labour Welfare section should be controlled and directed by the Commissioner of Labour with the advice of the Labour Welfare Board and that a trained Labour Welfare Officer should be immediately appointed to prepare labour welfare schemes for the consideration of the Board.

Collection of Labour Statistics.- The Board was of the view that the collection, compilation and publication of statistics relating to labour, such as, cost of living, etc., should be undertaken by the Department of Labour.

starting a Mysore Labour Gazette.- The Board was of the opinion that the publication of a Mysore Labour Gazette should be undertaken by the Department of Labour immediately, in which, in addition to labour intelligence, proceedings relating to cases under the Mysore Labour Act should also be published.

(August 1942 issue of the Mysore Information Bulletin.) ✓*

Council of Scientific and Industrial Research:
New Body set up by Government of India. ✓

After the setting up of the Board of Scientific and Industrial Research and the Industrial Research Utilization Committee the constitution of which was announced on 27-4-1940 and 1-2-1941 respectively (vide page 19, April 1940 report and pages 15-17, February 1941 report of this Office), the need was felt of a body that could co-ordinate and generally exercise administrative control over the work of the two organisations. There is the question, also, of how best the results achieved by the two bodies could be utilised in practice. It was urged on the Government of India that it will be of great value to Indian industrial research if an organisation was to be set up that will secure: (1) That donations made by industrialists are entirely devoted to initiate and promote industrial research, and (2) A simple procedure that will ensure the work of the organisation being carried on as expeditiously as possible.

Council of Scientific and Industrial Research set up.- The Government of India is of opinion that the objects set out above would be best achieved by constituting a Council of Scientific and Industrial Research on a permanent footing. The actual administration of the affairs as well as the funds of the Council are to be entrusted to a ~~Government~~ Governing Body of the Council constituted according to the Rules and Regulations of the Council, which will be a Registered Society. ~~The Council is to set up its own Advisory Bodies to examine proposals of Scientific and industrial research and to report to the Governing Body on the feasibility of the proposals and to advise on any other question referred to them by the Governing Body.~~ The Governing Body will have the Commerce Member, Government of India, as its president.

Functions of the Council.- The functions of the Council will be: (1) to implement the resolution adopted by the Central Assembly on 14-11-1941 recommending the establishment of an industrial research fund to which Government is to make an annual grant of 1 million (vide pages 25 to 26 of our November 1941 report); (2) the promotion, guidance and co-ordination of scientific and industrial research in India, including the institution and the financing of specific researches; (3) the establishment or development and assistance to special institutions or Departments of existing institutions for scientific study of problems affecting particular industries and trade; (4) the establishment and award of research studentships and fellowships; (5) the utilisation of the results of the researches conducted under the auspices of the Council towards the development of industries in the country and the payment of a share of royalties arising out of the development of the results of researches to those who are considered as having contributed towards the pursuit of such researches; (6) the establishment, maintenance and management of laboratories, workshops, institutes, and organisation of further scientific and industrial research and to utilize and exploit for purposes of experiment or otherwise any discovery or invention likely to be of use to Indian Industries; (7) the collection and dissemination of information in regard not only to research but to industrial matters generally; (8) publication of Scientific papers and a journal of industrial research and development; and (9) any other activities to promote generally the objects of the resolution mentioned in (1) above.

15

Advisory Bodies.- The Council has, at present, set up two Advisory ~~Bodies~~ Bodies, named the Board of Scientific and Industrial Research and the Industrial Research Utilization Committee. These bodies will tender their advice to the Governing Body of the Council of Scientific and Industrial Research instead of to the Government of India. (These bodies were set up originally in November 1940 and February 1941 respectively).

Industrial Research Fund.- The Government of India has decided that the ~~Industrial Research Fund~~ Industrial Research Fund should be constituted by grants from the Central Revenues to which additions are to be made from time to time as money flow in from other sources. These "other sources" will comprise grants, if any, by Provincial Governments, by industrialists for special or general purposes, contributions from Universities or local bodies, donations or benefactions, royalties, etc., received from the development of the results of industrial research, and miscellaneous receipts.

(Resolution No. 148-Ind. (157)/41 dated 26-9-1942; The Gazette of India Part I, dated 26-9-1942, pages 1544 to 1546.)-

Index Numbers of Weekly Wholesale Prices of Certain Articles
in India from 19-8-1939 to 31-12-1941.*

Since the beginning of the war, the Office of the Economic Adviser to the Government of India has been issuing for official use a weekly statement showing the wholesale prices of certain articles in India with their index numbers. In view of the widespread interest now being shown on the subject of price movements, it has been thought desirable that this price index series should be made available to the public generally.

Accordingly, a publication entitled "Index Numbers of Weekly Wholesale Prices of Certain Articles in India from week ending August 19, 1939, to Week ending December 31, 1941", was issued on August 2, 1942.

The weekly index now issued is based on the prices of 23 important commodities in the following four main groups: (1) Food and Tobacco (Rice, Wheat, Tea, Groundnuts, Coffee, Sugar, Tobacco, and Copra); (2) Other Agricultural Commodities (Raw Cotton, Raw Jute and Linseed); (3) Raw Materials (Pig Iron, Coal, Lac, Wool, raw, Hides, and Skins, raw, Kerosene and Petrol); and (4) Manufactured Articles (Cotton Manufactures, Jute Manufactures, Cement, Galvanized Corrugated Sheets and Leather). The base period for this series of index numbers is the week ended 19th August, 1939. This was the last week before the war during which it could be said that prices were not too greatly affected by the signs of the coming war. The same period has been chosen by the Bank of England as the base for their weekly index number of primary commodity prices (New Series). In the absence of the results of a census of production or similar statistics for all the commodities included in the index it has been thought advisable to assign equal weights to the commodities.

It is proposed to publish current figures in the series from time to time in the "Monthly Survey of Business Conditions in India".

* Index Numbers of Weekly Wholesale Prices of Certain Articles in India from Week ending 19th August 1939 to Week ending 31st December 1941. Published by the Manager of Publications, Delhi. 1942. Price Rs. 4 or 6s.6d. pp. 33 + charts.

16

Working Class Cost of Living Index Numbers for
Various Centres in India during May 1942. ✓

The index number of the cost of living for working classes in various centres of India registered the following changes during May, 1942, as compared with the preceding month.

<u>Name of Centre</u>	<u>Base = 100</u>	<u>April 1942</u>	<u>May 1942</u>
Bombay	Year ending June 1934	138	142
Ahmedabad	Year ending July 1927	99	102
Sholapur	Year ending January 1928	99	104
Nagpur	January 1927	88	92
Ludhiana	1931-35		
Cawnpore	August 1939	149	155
Patna	Average cost of living for) five years preceding 1914)	152	159
Jamshedpur	Ditto	146	165
Jharia	Ditto	154	171
Madras	Year ending June 1936	119	121
Madura	Ditto	112	
Coimbatore	Ditto	121	122

(Monthly Survey of Business Conditions
in India, May 1942.) ✓+

17

SOCIAL INSURANCE

Working of the Workmen's Compensation Act in Bihar in 1941.*

The daily average attendance of persons employed in the province is reported to have been 213,839 adults and 937 minors as compared with 208,249 adults and 1,319 minors in the year 1940. During the year there was no case of permanent disablement through occupational disease. 190 persons lost their lives as the result of accidents, 227 persons were permanently disabled and 4,519 suffered from temporary disablement. The total sums paid for these classes of accidents were Rs. 105,247-0-9, Rs. 61,019-4-6 and Rs. 70,660-11-3 against Rs. 112,321-14-6, Rs. 69,127-10-3 and Rs. 57,019-15-9 respectively, in the previous year. Of these amounts of compensation, Rs. 103,048, Rs. 48,047 and Rs. 23,935 were paid through the Commissioners for Workmen's Compensation, for fatal accidents, permanent disablement and temporary disablement, respectively. The average amount paid as compensation for fatal accidents was Rs. 554 and for permanent disablement Rs. 269 as compared with Rs. 594 and Rs. 323, respectively, paid in 1940.

In cases of fatal accidents which came before the Commissioners for Workmen's Compensation about 85 per cent. of the workmen concerned were receiving wages not exceeding Rs. 21 a month. In many cases compensation for permanent disablement was settled out of court. There were 227 cases of permanent disablement and 205 agreements were filed.

It is reported that in the larger industrial areas like Dhanbad and Dhalbhum the provisions of the Act are now widely known amongst the workmen and that they take full advantage of them whenever occasion arises. The majority of the colliery owners now readily admit claims which fall *prima facie* under the Act and do not take advantage of the poverty or the ignorance of the workmen. The Provincial Government has decided that the proposal to issue a new summary of the Act and Rules and ensure wider publicity among workmen should be kept in abeyance until the end of the war. For the same reason they have decided that the Bihar Labour Department should continue on a temporary footing with the existing staff. The question of establishing a permanent Labour Department with adequate staff has been kept in abeyance for the duration of the war. ✓ +

Printed letter No. 4377-XL-135/42-Com. from dated 13-8-1942 from the Secretary to the Government of Bihar, Revenue Department to the Secretary to the Government of India, Department of Labour, New Delhi, on the subject: Statistical returns under the Workmen's Compensation Act, 1923, for the year 1941.

MIGRATION

18

Relaxation of Ban on Indian Emigration to Ceylon:
Restricted Scope of Order. ✓

Reference was made at page 13 of our August 1942 report to the partial lifting of the ban on Indian emigration to Ceylon. As this action has been widely misunderstood, it is now explained that the decision does not involve the free flow of Indian labour into Ceylon. No fundamental change has been made in the existing position and all that has happened is that the Government of India has relaxed the ban against emigration to Ceylon in favour of those Indian labourers who may wish to visit India temporarily and then return to Ceylon.

The Government of India has stated that it would not remove the ban until final agreement had been reached on the general question of Indian emigration to Ceylon and of Indian rights in Ceylon. Three years have passed since the imposition of the ban and two attempts made to arrive at a settlement have proved unsuccessful with the result that this question has been left over until the end of the war. But in spite of postponement of a settlement on the larger issues, the Government of India had to consider the case of Indian labourers in Ceylon who wished to visit India for religious ceremonies or pilgrimage or to visit their relations. The existing ban on emigration of labour from India has deterred labourers in Ceylon from visiting India for fear that they may not be permitted to return to Ceylon. It is stated that modification of the ban, only to the extent that it will enable labourers to visit India temporarily and return to their occupation in Ceylon, should not be distasteful to the Ceylon Ministers as its effect is to reduce and not to increase the Indian labour population in Ceylon. The colonial authorities may or may not welcome the decision because it may affect the output of plantations in respect of important war supplies, but the Government of India felt that definite hardship existed and have done their part in removing it.

(The Statesman, 5-9-1942.) ✓

19

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS

Conditions of Work of Indian Journalists:
Mr. Brelvi suggests Unionism among Journalists. ✓

The 1st session of the U.P. Press Conference was held on 31-7-1942, Mr. S.A. Brelvi (Editor, Bombay Chronicle, Bombay) presiding; in the course of the Presidential address, Mr. Brelvi dealt with the conditions of service of Indian Journalists and urged them to organise themselves into unions to better their conditions. Dealing with conditions of work, he pointed out:

The rights of journalists and others working for the newspapers, periodicals and presses, as well as the interests of their proprietors, have to be safeguarded. Nothing worth having is achieved without organised effort. There are few professions in India which are as unorganised as that of journalism though there are, perhaps, no other groups of men who work under greater and more numerous disabilities. In every country journalism offers at best a precarious living to those who are attracted to it by its lure. Though the nature of his work is exacting and the conditions in which he works (much of the work being done at night) are onerous, the journalist in India, except in few cases, is paid a meagre salary. And when to this is added the insecurity of tenure and the absence, in many cases, of any scheme of pension or provident fund, it is not surprising that his life becomes one of perpetual anxiety. Little regard is paid to the effect on the health of journalists of the conditions in which they have to carry on their work. The work is exhausting owing to the speed demanded by the rapidity with which the newspaper has to appear and the resulting nervous tension. In many countries, journalists through their organisations have been able to alleviate their hardships and secure the advantages of good salary for good work, satisfactory leave rules, insurance against sickness, unemployment, accident and old age. Organised and persistent efforts can secure similar advantages for journalists in India. He stressed that a powerful all-India trade union of journalists alone can effectively safeguard their interests. He urged the Conference to give due attention to this urgent problem of improving the working conditions and raising the economic status of journalists and workers in presses.

(The Bombay Chronicle, 2-8-1942.) ✓
+

Development of Small-scale Industries in U.P.:
Sub-Committee appointed by Industrial Financing Corporation. ✓

A committee known as the Industrial Financing Committee was set up by the U.P. Government in 1934 to report on ways and means of developing cottage industries, the growth of which was considerably handicapped due to commercial banks' inability to advance loans - particularly long-term - against machinery. As a result of the recommendations of this committee, the Industrial Financing Corporation was established in 1938-39. Of its paid-up capital amounting to Rs. 500,000 nearly half has been, it is reported, invested in short commercial transactions against goods, bills and purjis (scrips) instead of feeding industrial concerns languishing for want of finance. It is now felt that, if the Corporation is to fulfil its central object, it should itself get into touch with industries deserving encouragement and support them instead of concerns applying to it for loans.

With these objects, the Corporation at its meeting held in Cawnpore on 17-9-1942 ~~it~~ appointed a sub-committee consisting of the Director of Industries, the Registrar of Co-operative Societies and Rai Bahadur Pandit Radhelal Chaturvedi (retired registrar, Co-operative Societies, U.P., and a member of the Industrial Financing Committee of 1934), to go into the question of selecting small-scale industries of the province which should be nursed by the Corporation.

(The Leader, 26-9-1942.) ✓

Agrarian Serfdom in India: Debt Bondage: Forced Labour:
Illegal Exactions. ✓

The following information about conditions of agrarian serfdom in various parts of India is taken from an article on the subject contributed by Mr. Dinkar Desai, Member, Servants of India Society, to the July and August 1942 issues of "Indian Sociologist", Bombay.

System of Debt Bondage

The structure of Indian agrarian economy is still feudal, tinted with the remnants of serfdom of the middle ages. Today there are thousands of agrarian serfs in India, bound down to their masters. Forced labour is still a regular feature of the tenancy system in many districts. Illegal exactions and imprest provisions are not unknown, particularly in Indian States. The most prevalent form of serf labour is debt-bondage. In certain parts of India, the average agricultural labourer is not infrequently compelled in times of stress to mortgage his personal liberty. In return for a small sum of money, which he may happen to need at the moment, he agrees to serve the man from whom he has borrowed. The money is not repaid, nor is it intended to be repaid; but the borrower remains a life-long bond slave of his creditor. For his work he merely receives an inadequate dole of food, and to all intents and purposes is in the position of a mediaeval serf. The system of employing serf labour in agriculture is particularly prevalent in South Gujrat, Malabar, Tamil Nad, South Bihar, North Bihar, Oudh, Andhra, Western Orissa, Central India States and the Hyderabad State. The system is regularised to such an extent that it is known under a well-defined terminology in each of these regions. It is called the Hali system in Gujrat; Kamuti in South Bihar; Janouri in North Bihar; Gothi in Orissa; Pannial pathiram in Tamil Nad; Gassi-gallu in Andhra; Bhagela in Hyderabad; Sanwak in Oudh; Harawaha in Central India States; Jeetha in Karnataka and parsalia in the Central Provinces.

Number of serfs. - No attempt has been made by Government to obtain the number of these serfs, scattered about in many provinces. But there is good reason to believe that they are in thousands forming a substantial proportion of the population in some districts. For instance, according to the investigation made by Mr. Wedgwick, I.C.S., in 1921, there were 57,000 serfs or Halls in Surat District, while their number was 7,000 in Broach.

The settlement Officer of the Palamau district in South Bihar found that there were 60,000 serfs in that district, forming about nine per cent. of the whole population. In many regions the number of serf-labourers exceeds the number of ordinary agricultural labourers or tenants. For instance, an investigation carried on by Government has shown that in a village in Hyderabad State, the number of serfs was 87, while that of the tenants was 45. Similar was the case in many other villages in the Warangal district where the system is most prevalent.

These figures clearly indicate that the serfs constitute a very significant proportion of the population in those areas where the system prevails.

Caste of serfs.- Ordinarily, the serf-labourers are drawn from among the aboriginals and the untouchables. The serf-owners who are mostly zamindars or small cultivators invariably belong to higher castes. This fact clearly shows that the problem of agrarian serfdom in India has both social and economic aspects.

Wages.- The system leads to absolute degradation of the serfs. In the first place, the serf cannot bargain for his wages; he must accept wages that it is customary for landlords to give. It is found that in most cases the wages paid to the serfs are considerably lower than those paid to ordinary agricultural labourers. They are so low, says an official report, that they are not sufficient to feed properly the serfs and their children. Secondly, the serf, particularly in Bihar, never sees any money, unless it be the occasional few pias he may earn as palkie-bearer in his spare time. Consequently, he has no chance of ever repaying the principal of his debt and becoming a free man again. The debt-bond, therefore, involves a life sentence. Thirdly, the condition becomes hereditary. Although the son is not responsible for his father's debt after his death, this is only a legal theory which does not work in actual practice. Even supposing that the son of a serf is not held responsible for his father's debt, a new debt is always contracted on behalf of the son on the occasion of his marriage, which renders him also a serf for life. Fourthly, daily work is not guaranteed by the master, and no food is supplied on the days when there is no work to be done.

Sale of serfs.- Serfs are often sold by their masters under the guise of transferring the debt. If a master does not require the services of his serf any longer, he goes to another landlord who is in need of a serf and transfers to him the debt of his serf. The new master pays the old master the amount of money the latter had advanced to his serf. The transaction being completed, the serf of the former master is obliged to work for the new master till the debt is repaid. The total result of this bargain is that the serf is practically sold to another sower.

Social Interference.- It is also found in certain regions that the serf-owners interfere with the social institutions of the serfs. For instance, we are told that in South Bihar the sons of serfs are forced to marry so that they should have an occasion to borrow money and thus enter into debt-bondage. This is how a race of serfs is being propagated from generation to generation. In the western parts of Mysore, the serf-owners do not generally allow the daughter of a serf to marry. This is because the daughter ceases to be the serf of her father's master after she is married.

Forced Labour and Illegal Exactions.

Among the other relics of feudalism, mention has to be made of forced labour known as begar or veth. This system of exacting forced labour from cultivating tenants exists in almost all the provinces. The tenants who are obliged to render begar are either underpaid or not paid at all for their work. The demands the landlords make on the tenants' time are so excessive in certain areas that the tenants can

hardly call their time their own. An official report from C.P., for instance, admits that the abuse of the right to exact begar has been so oppressive that a village has been depopulated on account of uncontrolled begar. Similar instances can be cited in any number.

Illegal Exactions.- Another relic of feudalism which still survives in Bengal and Bihar is the system of levying abwabs or illegal exactions. This system is one of the greatest curses of agrarian Bengal and Bihar. This practice is an inevitable feature of servile land tenure that prevails in these provinces under the Zemindari system. It has reduced the cultivating tenantry to the state of semi-serfdom. These abwabs are nothing but feudal levies differing from district to district and being ~~are~~ variable in amount. Sometimes they are marriage fees, fines for social offenses, tolls and taxes for carrying on certain trades. In fact every opportunity is seized by landlords and their agents to exact these levies. The abwabs are ^{very} numerous and so varied in nature, ~~that it is impossible to describe them in full in this short article.~~ An official document summarizes the situation thus: "Not a child can be born, not a head religiously shaved, not a son married, not a daughter given in marriage, not even one of the tyrannical fraternity dies without an immediate ~~visit~~ of calamity upon the raiyat, whether the occasion be joyful or whether it is sad; in its effects to the cultivator, it is alike mournful and calamitous."

Apart from being tyrannical and oppressive in their nature, the abwabs rob the peasantry of very substantial portion of their ~~already meagre income.~~ According to the settlement report of the district of Bharganj, the amount collected annually in the form of abwabs is Rs. 2 million, which is more than the entire Government ~~revenue for the district.~~ The Palma report calculates that the landlords' annual income from abwabs is between Rs. 1.1 million and Rs. 1.6 million, whereas the land revenue is less than Rs. .5 million.

Conclusion: Why Serfdom persists.- Serfdom still lingers on in ~~the~~ agrarian structure because Indian agriculture has not completely passed on to the capitalistic stage. Indian rural economy is partly feudalistic in its character even today. This is due to a variety of causes. But the principal causes are two, viz., (1) faulty system of land tenure under which land is concentrated in the hands of a small minority of the population; and (2) lack of industrial development of the country on sufficiently large scale. The pressure of population on the soil is extraordinarily great due to lack of industrialisation. This pressure on the soil leads to keen competition among the agricultural labourers for seeking employment. The landlords, taking advantage of this situation, reduce the labourers to the condition of serfs. So long as India is not fully industrialised, agrarian serfdom in one form or another is bound to persist; and so long as India is a colonial country under the domination of an imperialist foreign power, it cannot hope to achieve complete industrialisation. Thus the ultimate cause for the continuance of agrarian serfdom in India is British imperialism.

(A copy of the reprint ^{of Mr. Desai's article} was sent to the Montreal Office with our minute D.1/672/42 dated 11-9-1942.) ✓

PUBLIC HEALTH

24

Rural Health in U.P.:
Government's Scheme to subsidise Practitioners of Indigenous
Systems of Medicine. ✓

The U.P. Government has decided to allow a subsidy of Rs. 15 per mensem to each qualified hakim (Unani doctor) and vaidya (Ayurvedic doctor) prepared to settle in rural areas. A stock of medicines of the value of Rs. 50 is to be supplied to the practitioner as an initial outlay. Applicants for subsidies should hold a degree of the Benares Hindu University or the Aligarh University or a diploma of the Board of Indian Medicine.

(The Statesman, 5-9-1942.) ✓+

Wages

Increased Dearness Allowance for Low-Paid Government Servants
in Orissa. ✓

The Government of Orissa has recently had under consideration the question of granting appropriate relief to low-paid Government servants on account of the recent substantial rise in the cost of living. The existing scheme of grain compensation allowance introduced on 21-11-1940 no longer gives sufficient relief to Government servants hit by the recent rise in prices. It has, therefore, decided to grant dearness allowance to Government servants whose emoluments do not exceed Rs. 60 per month on the following scale:-

- (i) Government servants drawing emoluments not exceeding Rs. 20 per month and all Police constables. Rs. 3 per month.
- (ii) Government servants drawing emoluments exceeding Rs. 20 but not exceeding Rs. 60 per month except Police constables. Rs. 5 per month.
- (iii) Government servants drawing Rs. 61, Rs. 62, Rs. 63 and Rs. 64 per month shall draw respectively dearness allowance of Rs. 4, Rs. 3, Rs. 2 and Re. 1, in order to bring their total emoluments equal to those drawn by Government servants drawing Rs. 60 per month.

This scheme will come into force with effect from 1-8-1942.

(The Orissa Gazette Extraordinary dated 15-9-1942, pages 1 and 2.) ✓

Increased Dearness Allowance to Low-Paid Government Servants
in Bihar ✓

In view of the recent rise in the cost of living in the country, the Government of Bihar has decided to grant with effect from 1-8-1942 a cost of living allowance to all whole-time Government servants, whether permanent or temporary, including menials paid from contingencies, and whole-time piece-workers whose total monthly emoluments are less than Rs. 64. The allowance will not be admissible to village chaukidars, to part-time Government servants or to Government servants on extraordinary leave without pay.

The rate of allowance is as follows:-

- (1) For those whose total monthly emoluments are Rs. 29 or less; Rs. 2-8-0 per mensem.
- (2) For those whose total monthly emoluments are Rs. 30 or more but do not exceed Rs. 60; Rs. 4 per mensem.
- (3) For those whose monthly emoluments exceed Rs. 60 but are less than Rs. 64; such amount as will bring the total emoluments plus allowance to Rs. 64 per mensem.

The scheme will entirely replace the existing Scheme promulgated on 11-10-1940.

The total annual cost to the Provincial revenues consequent on the grant of the proposed allowance is anticipated to be about Rs. 2.5 millions. (The Bihar Gazette Extraordinary dated 3-9-1942, pages 1 and 2.) ✓

Demand of Coimbatore Mill Workers' Union for Bonus and Dearness Allowance.

The executive of the Coimbatore Mill Workers' Union issued on 1-9-1942 a statement in the course of which it states that the sliding scale of dearness allowance recently agreed upon should be given retrospective effect at least from June 1941 if not from September 1939. The Union also demanded a bonus of six months' wages and stated that this demand was warranted by the financial position of the mills and the bonus was necessary to liquidate debts incurred by workers during the last three years owing to non-payment by the managements of adequate dearness allowance. The committee added that if these demands were not met within a week, the workers would declare a general strike.

(The Hindu, 5-9-1942.) ✓

War Bonus to Workers in Empress Mills, Nagpur.

The management of the Empress Mills, Nagpur, has recently announced that a war bonus equivalent to one-sixth of the earnings of each worker during the year ending June 30, 1942, will be paid to all workmen, temporary and permanent, including the clerical staff and women, both day and night shift, inclusive of overtime and maternity allowance, but exclusive of the present dearness allowance. The war bonus is payable in two instalments, first, by September 30, and the balance, by November 15.

(The Industrial Bulletin issued by the Employers' Federation of India, Bombay, dated 31-8-1942). ✓

Increased Dearness Allowance for Low-Paid Government Employees in Assam.

The Government of Assam have had under consideration the question whether the recent sharp rise in the cost of living justifies an extension, as well as an increase in the scale, of the relief admissible under the grain compensation allowance scheme now in force.

In supersession of all previous orders on the subject, the Government have granted that, with effect from 1-8-1942, all Government servants serving in Assam will be entitled to draw a dearness allowance at the following rates:-

- (i) Shillong.
 - (a) Government servants drawing pay of Rs.30 or below. Rs.4 per mensem;
 - (b) Government servants drawing pay between Rs.31 and Rs.80 inclusive. Rs.6 per mensem;
 - (ii) Rest of Assam.
 - (a) Government servants drawing pay of Rs.30 or below. Rs.3 per mensem;
 - (b) Government servants drawing pay between Rs.31 and Rs.60 inclusive. Rs.5 per mensem.
- Government servants drawing more than Rs.80 per mensem but not more than Rs.86 per mensem in Shillong, and more than Rs.60 per mensem but not

more than Rs.65 per mensem in the rest of Assam, will receive such allowance as will bring their emoluments up to Rs.86 and Rs.65 per mensem in the respective areas.

(The Assam Gazette, Part II,
dated 9-9-1942, pages 1049 to 1050). ✓

Pay of Indian Soldiers:
Third Increase Since 1939. ✓

The Government of India has sanctioned as from 1-9-1942 a further increase in the basic pay of all Indian Other Ranks and of enrolled non-combatants (for earlier revision of pay, vide pages 31-32 of our monthly report for July 1942). The cost of the new revision, it is estimated, will amount to Rs. ~~53000~~ 53 million. Including the present revision, there have been three direct increases in pay sanctioned to Indian soldiers since September 1939, and their total cost amounts to about Rs. 100 million annually.

Details of Present Increase.- As from 1-9-1942, the basic pay of all Indian Other Ranks and of enrolled non-combatants is increased by Rs.2/= per month. Proficiency pay, hitherto granted after one year's service, and which gave an additional pay of Rs.2-8-0 per month, will now be payable after 6 months at the rate of Re.1 per month and after a year at Rs.3-8-0 per month. The rules governing good-serve pay for N.C.O.s have been modified so that it may be drawn after one, two or three years' of service, instead of two, four and six years as formerly. In addition, in recognition of the effect of the recent rise in prices, the messing allowance for Indian soldiers on peacetime ration scales in Indian stations is raised from Rs.2 to Rs.3 per month. These increases, which represent an addition to the Indian Army pay-bill of ~~Rs.~~ roughly 53 millions a year, constitute the third direct increase of pay to the Indian soldier since the outbreak of the war.

Previous Increments.- Improvements in pay previously introduced during the present war included one relating to present and two to future benefits. In regard to the former, the messing allowance was raised from Rs.10 per month to Rs.2 per month. To safeguard his future the rate of Deferred Pay was increased from Re.1 to Rs.2 per month, and a Reconstruction or Resettlement Fund was started to which the Government credited Rs.2 per month for every serving soldier to be used for the benefit of the soldier and his community after the war. Incidentally, it might be mentioned that free issues of clothing have been substituted for the old kit allowance, under which, after an original free issue, the soldier received Rs.2 per month as an allowance from which he was expected to replace his clothing.

Other Amenities.- In addition to his pay and allowance, the Indian soldier is fed, clothed and accommodated free, receives free medical attendance and lighting, free travel, when granted furlough, and travel concessions when granted leave. He is exempt from local taxation for municipal services, and when necessary receives free fuel. At a conservative estimate these concessions in kind represent at least Rs.21 per mensem in cash to the man not on Field Service and a correspondingly larger amount to the man on Field or Overseas Service.

(The Statesman, 30-9-1942). †

EmploymentUp-Grading of Semi-skilled Labour to Skilled Categories:
Government of India's Plan. ✓

The Government of India has under consideration a scheme for training semi-skilled labour in factories to higher degrees of skill. The scheme has been circulated to industrial and commercial organisations in the country for eliciting opinion. In a letter to different organisations on the question, Government observes: "With the developments in the war situation in the past year, India has become an important industrial supply base for the Allied Nations and is likely to be called upon to undertake a much larger expansion of war industry than has hitherto been contemplated. The pressure on the skilled and highly-skilled labour of the country is already great and since the quantity of this form of labour is severely limited, it is becoming increasingly important that as a national asset it should be distributed to the best advantage of the war effort. Government realises that it is essential that in the interests of the war effort of the country as a whole, skilled and highly skilled men should all be employed to the best advantage ~~of~~ the war effort and that the time has come when employers should be invited to co-operate with Government in a scheme to provide for the systematic and continual upgrading of men from the less skilled to the more highly-skilled posts after a short period of training, with a view to releasing a number of the highly skilled men in each factory for transfer to more important work (either existing or newly established)."

Government also states that "in the present emergency, it is imperative in the wider interests of the country that employers should go out of their way to help one another and strengthen the country's war potential, even if it involves substantial sacrifices, and the Government of India is convinced that given the active co-operation and goodwill of employers, which they feel sure ~~is~~ will be forthcoming, the scheme could be worked successfully and would prove of real value to the country." It is further pointed out that side by side employers should expand and increase to the maximum extent possible such training schemes of their own as they may already have in operation. Government states that it has already expanded the technical training scheme on four occasions and it now has over 32,000 men under training and hopes to raise the figure in the near future to 50,000.

(The Times of India, 24-9-1942.) ✓

Employment of Bevin Boys: Statement by Labour Member. ✓

In reply to an interpellation regarding the employment of "Bevin Boys" in the Central Assembly on 15-9-1942, Dr. B.R. Ambedkar, Labour Member, Government of India, stated that 149 Bevin Boys had returned to India, of whom 26 arrived on 5-9-1942 and were now being tested by an examining board. Of the remaining 123, 105 had been placed in employment with an average increase of salary of 145 per cent. Of the other 19, 9 who arrived at the end of July 1942 had been allotted to posts and would be appointed very shortly. It was too early yet to say whether any of the returned trainees were taking part in trade union affairs.

(The Statesman, 16-9-1942.) ✓

Labour Position in India vis-à-vis Political Situation:
Review by Labour Member.

In reply to an interpellation in the Central Assembly on 15-9-1942, Dr. B.R. Ambedkar, Labour Member, Government of India, made a statement on the labour situation in the country vis-à-vis the present political situation since 9-8-1942 (Mahatma Gandhi and other leaders of the Indian National Congress were arrested and kept in detention on this date). Relevant details from the statement are given below:

Dr. Ambedkar stated that certain important industrial undertakings ceased to work for certain periods during the period, but that it was not in the public interest to name them or particularize them. In many cases cessation of work appeared to have had no connexion with economic grievances; in a few others cessation of work had been more in the nature of ordinary strikes with demands for increase in wages or dearness allowance. The Labour Member said that Ahmedabad was the town in which cessation of work was the longest. Here there were no economic grievances and the mills had not yet reopened. In Bombay on no date were all mills closed and cessation of work in those mills that did remain closed was only of short duration. Here too no economic grievances were put forward. In Coimbatore where mills reopened and closed again economic grievances were to some extent apparent.

Apart from cessation of work in the textile mills of Bombay, ~~Ahmedabad and Coimbatore~~, the number of industrial undertakings which employed more than a thousand workers each and in which work was stopped for any appreciable time, for reasons not purely economic, was only about a dozen. In about 10 other undertakings, employing about a thousand workers, cessation of work was of a very short duration. The number of undertakings, employing less than a thousand workers in which work had been stopped since 9-5-1942 for non-political reasons, was less than 20. The majority of cessations of work were in the provinces of Bombay and Bengal, only just over a dozen occurring elsewhere. The Government was not aware of any sabotage in industrial undertakings by persons who had ceased work. There were only 24 strikes from the second week of August. These were due to purely economic reasons. Of these only seven employed more than a thousand workers.

The Government had no definite information whether employers had closed down their undertakings, but there were indications that in some cases in all probability this might have happened. In most cases workers went back to work of their own accord.

(The Statesman, 16-9-1942.) ✓ +

Review of War Transport Problems:
Increased Efficiency of Railways. ✓

In his presidential address at the sixth meeting of the Transport Advisory Council held at New Delhi on 9-9-1942, Sir Edward Benthall, War Transport Member, Government of India, reviewed at length the war transport problems of the country. The main points of the address are noticed below:

Personnel on Railways.- The war situation, particularly since the declaration of hostilities by Japan, has intensified the need for a greater volume of traffic on Indian railways and has also altered the normal routing of their traffic. The great economic and industrial activity now taking place in the country necessitates the railways working at constant high pressure throughout the year without any slack season such as normally enabled the railway staff to relax their efforts somewhat in the hot weather and to lay off rolling stock for slack season repairs. A readjustment of shipping as between east and west coast ports entailed a similar readjustment on railways generally to cope with increased traffic in many directions.

Figures of Increased Traffic.- Some idea of the magnitude of the problem which the railways have had to deal with would be apparent from the fact that in 1941-42 the increase of ton-miles on the broad gauge system over the last pre-war year represented an increase of 28 per cent. In passenger traffic there had been an increase of 3,139 million passenger-miles as compared with the previous peak year, in spite of the fact that public passenger services had been reduced to some 70 per cent. of the pre-war figure. Since the average distance travelled by a passenger is some 25 miles, it might be estimated that the railways carried 20,000,000 more passengers than ever before and 90 to 100 million more than the pre-war average. The demands of the Army had been fulfilled, every important industry had been kept in operation, the increased production of munitions had been maintained and the essential civil requirements of the country had been met, although at times with great difficulty. This was done almost entirely by close attention to operating efficiency.

Increased Efficiency of Staff.- Whereas most other services had expanded, the railways had to meet the extra work with depleted trained staff owing to the large numbers of officers and men released for the other services, while the contribution of the railway workshops to the production of munitions meant some diminution of the railways' ability to maintain repairs of locomotives and rolling stock at the very highest efficiency. Figures were quoted to show that the efficiency of the railways, judged by one of the indices which was generally regarded by railway experts as being the best guide of efficiency, showed an improvement by over 25 per cent. Many of the railway operating figures compared well with the best American practice.

Future Plans.- After touching on the road transport and priorities position, which largely formed the subject of discussion at the Council and on the necessity of giving serious attention to the development of organized cart traffic, Sir Edward Benthall said that the rail transport position is likely to grow worse and not better as the production of the country increases. The authorities of the United Nations which are concerned with the allocation of locomotive output have been informed of the need for additional locomotives if India's war production potential is to be increased to the extent which we all hoped. We are preparing concrete

The Government is

plans for the manufacture of locomotives in India, but these plans are not likely to mature early.

The railway authorities are paying special attention to the need for speeding up locomotive repairs so as to increase the number on the line at any given time, since, if the percentage of locos under repair can be reduced, it is achieving a result equivalent to the purchase or production of new locomotives. To achieve this improvement, the railways may be forced to take back some, though a relatively small part, of the workshop capacity now devoted to munitions. This is the more possible since the output of munitions is growing as the result of increased production capacity elsewhere. Efforts are also being made to see that ~~each~~ wagon is fully loaded and that wagons are not kept idling. Programmes are being worked out industry by industry to make sure that raw materials and finished goods are carried by the shortest possible distances. Such plans can best be matured in close co-operation with the industries themselves. The great industries can make a real contribution to the war problem and to their own interests by close attention to the prevention of unnecessary long hauls and ~~cross-traffic~~ and to the rapid turn-round of wagons.

The question of the elimination of unessential traffic has been having close attention, ^{say} in India there is little that can be classed as luxury trades. To refuse transport altogether to an industry which is not essential for the war effort will create serious problems of unemployment, and Government is reluctant to take this drastic action unless and until it becomes absolutely essential; and in the meantime it is ~~preferable to concentrate rather upon ensuring that essential traffic is moved, leaving the non-essential industries, of which there are few, to fight for the wagons which are not covered by priority.~~

(The Statesman, 10-9-1942.) /4

Review of Action taken on the Decisions of the Five Price Control Conferences. ✓

A review of the conclusions of the previous five Price Control Conferences and the measures which the Government of India has taken so far with the object of ensuring proper supply of commodities at reasonable prices is given below:

First Efforts at Control.- Immediately after the outbreak of war in September, 1939, there was an abrupt rise in retail prices. Within the first week orders were issued delegating power under the Defence of India Rules to Provincial Governments to fix prices of certain necessities of life, viz., foodstuffs, salt, kerosene oil and the cheaper qualities of cotton cloth.

First and Second Conferences.- The First Price Control Conference was held on 18 and 19-10-1939. Among other conclusions reached in that Conference, it was agreed (1) that the list of essential commodities already notified was adequate, (2) that in the case of imported goods and those that were of all-India importance, the basic price at the first stage should be fixed centrally, and in the case of other goods, by the provinces; (3) that the normal basis should be "replacement cost", and (4) that it was desirable to develop a "price intelligence service." Soon afterwards a boom period began, and in December, 1939, the weekly index number rose to 135.9. This necessitated the convening of the Second Price Control Conference, which was held on 24 and 25-1-1940. The general opinion in this Conference too was still to favour non-interference with rise in the basic prices of agricultural products.

Third Conference: Wheat Problems.- The Third Price Control Conference was held on 16 and 17-12-1941. At this Conference most attention was paid to the cases of cotton cloth and yarn, the prices of which had soared as a result of the freezing order against Japan. This discussion may be said to have been the reasons for the production of standard cloth and for the control of distribution of yarn. Regarding the position of wheat, the Commerce Member to the Government of India observed that there did not appear to be very grave apprehension at the moment of a rise in the price of agricultural products, but that the question of wheat prices had to be very carefully watched. It might be possible, or even necessary, he added, for the Central Government to intervene at any stage if there was a tendency for a rise in the price of wheat. The wheat problem continued to grow in seriousness. The reduction of the import duty to a nominal level on 30-9-1941 had little effect. On 8-11-1941, a Press note was issued warning traders that the Government considered Rs. 4-6-0 per maund at Lyallpur and Hapur to be a suitable maximum price and that traders selling at higher rates would be doing so at their own risk. But as this and other warnings were of no avail, on 5-12-1941, a definite order was issued fixing the maximum price for wheat at Rs. 4-6-0 per maund at Lyallpur and Hapur, and authorizing Provincial Governments to determine the maximum price at any other place "having regard to the normal relations between prices at such place and at Lyallpur and Hapur." On 31-12-1941, a Wheat Commissioner for India was appointed. In the hope of stimulating activity in the marketing of the new crop, the maximum prices were revised at the end of March 1942, so as to stand at Rs. 5 per maund at Lyallpur and Hapur and Rs. 5-4-0 per maund at Sind Centres. On 30-4-1942, the Wheat Control Order was issued; and thereafter movements of wheat by rail from producing provinces to

consuming areas were regulated by permits issued by the Wheat Commissioner.

Fourth Conference.- The Fourth Price Control Conference was held on 6 and 7-2-1942. At this Conference it was recognised that the accommodation of traffic to the most efficient use of the limited transport facilities available was a consideration of great importance and that control over distribution in co-ordination with transport arrangements might have to take precedence over control of prices.

Fifth Conference.- The Fifth Price Control Conference was held on 7 and 8-4-1942. The vital importance of linking control over distribution with price control was now fully emphasized and the Conference recommended the introduction of the licensing of wholesale dealers (preferably established dealers) by Provincial and State Governments which would enable those Governments to maintain information as to the course of distribution of the various foodgrains, and would minimize the evil of hoarding. It was left to the discretion of the Provincial Government to decide whether retail dealers should also be licensed.

Price Control Machinery of the Centre and Provinces.- The Price Control Machinery at the centre, besides the Price Control Conference organisation, consists of the Economic Adviser to the Government of India, the Wheat Commissioner for India, the Civil Supplies Commissioner and the Sugar Controller. The Control of prices of ~~wheat~~ wheat at the primary wholesale stage and of inter-Provincial movements of wheat is in the hands of the Central authorities. All the Provinces have set up control organisations, whether in the hands of officers designated as Price Controllers, Directors of Civil Supplies, etc., or forming a branch of the Provincial Secretariat. Generally speaking, these organizations work through District Magistrates and District staff.

(The Statesman, 6-9-1942.) ✓+

Sixth Price Control Conference, New Delhi,
7 and 8-9-1942.

The Sixth Price Control Conference was held at New Delhi on 7 and 8-9-1942, the Hon. Mr. N.R. Sarker, Commerce Member, Government of India, presiding. Relevant points from the presidential remarks and the decisions of the Conference are summarised below:-

President's Remarks: Factors in Increasing Demand.- In opening the Conference, Mr. Sarker declared that the main task is to adjust India's total supplies of foodstuffs and other essential commodities to the ever-increasing demand, and to ensure their equitable distribution as between different regions. Broadly the chief factors which are responsible for the increased demand over and above normal consumption can be indicated as follows:-

(a) Large-scale purchases are made on behalf of the Army for the increasing requirements of our Defence Forces. We have also to meet certain demands in respect of our neighbouring countries like Ceylon whose ~~stability~~ stability is vital to the defence of this country.

(b) In a country where incomes are proverbially low, increase in employment as a result of the manifold activities in connection with the war results in increase in money incomes and to a certain extent that means an increase in demand for foodstuffs and other essential supplies.

(c) Provincial and State Governments have to build up strategic reserves as a safeguard against emergency conditions.

(d) In the absence of control over the entire available supplies of foodstuffs and their distribution by the State, consumers and producers tend to hoard large stocks either as a result of their psychological reaction to the uncertainties of the war condition or in the hope of getting a higher price in future. Although such stocks create difficulties in the immediate present and raise prices, they are like hidden reserves which will be ultimately available for the community. The demand for foodstuffs, therefore, tends to increase rapidly relative to supply, and prices tend to rise imposing severe hardship on the community.

Problems of Increasing Production.- Obviously the first and foremost remedy is to organize a drive to increase production with a view to maintaining adequate supplies of food and other essentials both for the requirements of the Army and civilian population. The Government of India, in co-operation with the provincial Governments, initiated a vigorous campaign to grow more food and fodder crops in April 1942. The anticipated increase in area under food crops of nearly ten million acres in 1942-43 is made possible by replacing such crops as short staple cotton, raw jute, etc., the export demand for which has been considerably reduced; bringing culturable waste land lying idle under plough, and also increasing the productivity of land by greater use of manures; and by giving other concessions to the cultivators such as concessional irrigation rates, supply of seeds and takavi loans on a larger scale. The production of vegetables for supplementing food resources was also given an impetus as a part of the 'grow more food' campaign, and Central Food Advisory Council which met recently has recommended to the provincial and State Governments to organize a planned drive to increase vegetable production on all available spare strips of land in the vicinity of urban areas. There is a great leeway to make up in the task of maximizing the total food and vegetable production within the country.

Control Policy.- There are some deficiencies in the present scheme of control which have led to an insistent demand on behalf of certain sections of the community that removal of price control alone will remedy the situation and ensure better distribution of the food supplies within the country. In an agricultural country like India, where the line between producer and consumer is very difficult to draw, price control of food grains is indeed faced with certain inherent difficulties.

The transport system which is vital to the easy movement of foodstuffs and other commodities as between different parts of the country is heavily booked for the Army. The prevailing political situation also has reacted unfavourably on the psychology of producers and stockists. As a consequence prices in one area lose their normal relationship with those prevailing in other areas, and the State has to control the prices of essential foodstuffs. Experience of conditions during the last war, as also in the recent past, leaves no room for doubt that, in the absence of control, prices of foodstuffs would soar up, imposing severe hardship not only on industrial workers and middle classes in urban areas but also on the rural population in areas where foodstuffs are in short supply. Mere controlling of prices alone leads to the development of 'black markets'. So long as the controlling authority does not control the supply of commodities and their distribution and

is not in a position to sell in the market large quantities through recognised trade agencies at the controlled rates, the legal maximum cannot be made effective over a large range of the market. Control over supplies and distribution are therefore essential and vital corollaries to effective price control.

"The most significant feature of the economic situation during the war in every country is a rapid increase in the money incomes of the people as a result of increase in employment arising out of the war and the consequent pressure on the ~~main~~ available supplies of food and other commodities. While tackling the problem of food production and distribution, therefore, one cannot altogether ignore the pressure of the increase in currency and the money incomes on the general level of prices, and corresponding measures must therefore be taken to drain a larger portion of the increased money incomes towards war expenditure and thus minimize the total civilian expenditure on the diminishing supply of goods and services. In the face of diminishing supply of civilian goods, increased expenditure by consumers is merely offset by a further rise in their prices. Mr. Sarker, therefore, appealed to the public to save an increasing proportion of their money incomes by avoiding every kind of waste of food, practising severe economy in the use of essential goods like cloth which are in short supply, postponing their purchases as far as possible and utilizing such savings after the return of peace when increased flow of goods for civilian consumption would be available.

Need for Co-ordinated Scheme.- Referring to the need of building up strategic reserves of foodstuffs, Mr. Sarker said that the provincial Government's anxiety to conserve the food resources of their respective provinces, due partly to the conditions created by the war and partly perhaps to the absence of accurate information of the statistical position, has not facilitated the release of even whatever supply is available in the producing areas. Unless co-ordinated action is taken in tackling the problem of food supplies and other essential requirements, unilateral action would impose serious hardship on people in different areas. Mr. Sarker made an earnest appeal to the provincial and State Governments to bear in mind this vital fact of inter-dependence of the different areas of the country on one another and to give their fullest possible co-operation to the Government of India in devising a scheme which will take into account and do justice to the claims of each area in the country.

Price of Wheat.- Clarifying the position regarding the fixation of the ~~minimum~~ maximum price for wheat, Mr. Sarker said that the present price has been fixed at Rs. 5 per maund at Lyallpur and Hapur. This has been regarded inadequate in some quarters. But it represents an increase of more than 100 per cent. over the pre-war price of Rs. 2-5-6. The average price during the five pre-war years was only Rs. 2-8-0. The main objections which are raised to the control of wheat prices appear to be twofold: (1) It is suggested that it is unfair to control the prices of what the agriculturist produces, while the prices of products he consumes, with the exception of sugar, remain uncontrolled; adequate attention is not paid to the increase in the cultivator's cost of living and production.

He said that he was aware that the agriculturist had passed through a period of acute depression for over a decade before the war and that the prices of agricultural commodities should not be controlled at an uneconomic level. He did not, however, feel that Rs. 5 per maund for wheat was an unremunerative price. The suggestion that

the Government has allowed unchecked profiteering on the part of industrialists and has thus discriminated between industry and agriculture is also not quite justified. The prices of the output of most industries catering for the war requirements are now largely controlled. Besides, the profits of industry are subject to a heavy income-tax and an Excess Profits Tax, while the war has made little difference to the land revenue, rent and cess which the agriculturist has to pay. The cultivator is no doubt affected by the rise in the prices of non-food articles which have gone up in some cases by more than 100 per cent., but it cannot be deduced from this that either his cost of production or his cost of living has gone up by a similar percentage, because a considerable part of his expenditure is made up of fixed items like interest charges and revenue. The Government aim in price fixing has been to strike a compromise between the necessity of increasing food production by allowing prices to rise to a reasonable level, and the equally important task of safeguarding the interests of the consumer. Thus certain prices may have to be fixed low enough to permit the poorest consumer to buy adequate supplies of the proper foods but high enough to enable the producers of marginal efficiency to contribute to the supply required; or, again, high enough to force consumers to use substitutes more easily available in wartime.

Co-operation from Commercial Community.- The proposed modifications in the scheme of price control would, to a certain extent, eliminate the black markets. While the Government will certainly do what they must, the commercial community owe a special responsibility to the community in the matter for stamping out the evil. The most important consideration why this responsibility should be shared by them is that the proposed price control scheme does not seek to eliminate the existing trade channels, but they are made an integral part of the scheme.

Decisions of the Conference (1) Wheat and Foodgrain Controls.- The Conference reviewed the working of wheat and sugar controls and discussed various suggestions for improving the existing machinery for control of food grains. Opinion was generally in favour of instituting some system of co-ordinated purchase of wheat surpluses and other food grains to meet the requirements of non-producing areas. Views were also exchanged on certain problems connected with the standard cloth scheme and yarn control.

(2) Central Price and Supply Board to be set up.- The conference recommended that the machinery for the control of prices and supplies at the Centre should be further strengthened by the creation of a Civil Supplies Advisory Council and a Central Price and Supply Board. The Civil Supplies Advisory Council will consist mainly of the representatives of trade and industry and its functions will be to advise the Central Government in the Commerce Department on all matters connected with prices, supplies and distribution of commodities. The Chairman of the Council will be the Commerce Member. The Central Price and Supply Board will be an executive body constituted to assist the Civil Supplies Commissioner (rice and miscellaneous) and the Wheat Commissioner for India in the performance of their duties relating to food grains and will be presided over by the Civil Supplies Commissioner (rice and miscellaneous). Its functions will be to advise the Central Government in regard to the formulation of a programme of movement of supplies and to advise the provincial Governments in regard to the principle governing the fixation of secondary prices in relation to basic prices. It will also scrutinize the data received from the regional Price and

Supply Boards and from provinces and States in regard to the surpluses and deficits in different areas and will co-ordinate the requirements of the different areas in respect of food grains.

Opening of Fair Price Shops.- The conference recommended that as fair price shops are likely to exercise a salutary effect on retail prices, such shops should be opened wherever possible in poorer localities by the Government, local bodies, or, with the assistance of Government or local bodies, by approved trade agencies of philanthropists.

(The Statesman, 8 and 9-9-1942.)+

38

Control Measures.

Defence of India (Second Amendment) Ordinance, 1942. ✓

The Governor General promulgated on 5-9-1942 the Defence of India (second Amendment) Ordinance, 1942, by which power has been taken by the Government to make rules to control agriculture in addition to trade and industry as provided in clause (XX) of sub-section (2) of Section 2 of the Defence of India Act, 1939.

(The Gazette of India Extraordinary
dated 5-9-1942, pages 973 to 974). ✓

Bihar Essential Commodities (Possession and Storage) Order, 1942. ✓

The Government of Bihar has gazetted the Bihar Essential Commodities (Possession and Storage) Order, 1942, which states that no person other than a dealer in, or a producer of, any essential commodity shall keep or store in any premises occupied by him, or permit any other person to keep or store in any such premises, a quantity of any essential commodity exceeding the permissible maximum unless he has obtained a written permit from the District Magistrate of the district in which he resides authorising him to do so. Essential commodities for the purposes of this Order include paddy, rice, wheat, atta (wheat flour), coal and kerosene oil. In the case of each of these commodities, the maximum which can be carried without permit has been stipulated.

(The Bihar Gazette (Extraordinary) dated
23-9-1942, pages 1 and 2). ✓

Coal Distribution (Naga Hills) Order, 1942. ✓

The Assam Government has gazetted the Coal Distribution (Naga Hills) Order, 1942, which extends in its operation to the whole of Assam, by which every producer of coal in the Naga Hills has to keep correct information regarding the output and distribution of and the transactions in coal.

(The Assam Gazette Extraordinary
dated 31-8-1942, page 325). ✓

Rubber Manufactures Control Order, 1942. ✓

The Government of India gazetted on 26-8-1942 the Rubber Manufactures Control Order, 1942, which (1) prohibits the manufacture out of rubber of certain classes of articles, e.g., flooring, mats, paving material, ~~misc~~ miscellaneous household requisites, certain sports goods, etc., and (2) restricts production from rubber of certain classes of articles like sports goods (balls, etc.), miscellaneous articles used in automobile and other vehicles, foot wear, certain kinds of industrial goods, etc. These articles can be manufactured only under Government licence.

(Notification No. SS/109/42 dated 26-8-1942:
The Gazette of India, Part I, dated 29-8-1942,
pages 1436 to 1438.) ✓

39

Iron and steel (Control of Movement) Order, 1942. ✓

On 3-9-1942, the Government of India gazetted the Iron and Steel Control of Movement) Order, 1942, which prohibits any person from moving any iron or steel of any of the categories specified in the Second Schedule to the Iron and Steel (Control of Distribution) Order, 1941, outside the limits of the premises on which such iron or steel may be situated at the date of the Order, otherwise than in accordance with a general or special order issued by the Iron and Steel Controller.

(The Gazette of India Extraordinary,
dated 5-9-1942, pages 971 to 972.) ✓ +

Iron and Steel (Demand for Information) Order, 1942. ✓

On 3-9-1942, the Government of India gazetted the Iron and Steel (Demand for Information) Order, 1942, which requires any producer, stockholder or other person holding stocks in excess of one hundred weight in all of iron or steel of any of the categories specified in the Second Schedule to the Iron and Steel (Control of Distribution) Order, 1941, to submit within a fortnight of this order to the Iron and Steel Controller and to the Controller of Supplies for the area in which the stocks are situated a statement showing the weight of the different sections of each category contained in such stocks.

(The Gazette of India Extraordinary
dated 5-9-1942, page 972.) ✓ +

Labour Welfare

Liaison between Government, Employers and Workers:
Appointment of Eight Assistant Labour Welfare Officers. ✓

Reference was made at page 2 of the report of this Office for May 1942 to the appointment of a Labour Welfare Adviser by the Government of India. At the meeting of the Standing Finance Committee of the Central Legislature held at New Delhi on 19-9-1942 proposals were outlined for the appointment of eight Assistant Labour Welfare Officers. ✓ +

(The statesman, 20-9-1942.)

Industrial Disputes.

Proposal to amend Government's Recent Order re. Lockouts:
Interests of Non-Strikers. ✓ +

Reference was made at page 19 of our August 1942 report to the recent order issued by the Government of India prohibiting strikes and lockouts without notice. Special treatment at the hands of their employers for those workers who do not participate in a strike in an undertaking is now sought to be provided by the Government of India. In a circular issued to various commercial and industrial organisations in the country, inviting their views on the proposals, the Government of

India points out that when a strike is in existence, a certain proportion of the workers often present themselves for work; it is felt that such workers should not get locked out without previous notice or wages in lieu of such notice. The Government has accordingly under consideration a proposal to insert a provision in the order, requiring that an employer declaring a lockout as the result of a strike in his undertaking should give four days' notice (excluding Sunday) or wages in lieu of such notice, to workers who do not participate in the strike.

(The Amrita Bazar Patrika, 25-9-1942.) ✓

General.

Labour Force for Defence Works:
Military Commanders empowered to requisition. ✓

According to a Government of India press note, the Government of India has empowered by a notification issued on 25-9-1942, the military commanders to require persons to assist in doing work which, in their opinion, is necessary to meet an attack, or to repair or reduce the damage resulting therefrom or to facilitate offensive and defensive operations against the enemy. In such circumstances, the success of military operations might depend on the immediate carrying out of work for which labour could not in the time available be obtained through the normal channels. Military commanders have, therefore, been empowered to call upon any local labour forces which may be available to do vitally important work. Any labour so employed will receive full remuneration.

(The Hindu, 26-9-1942.) ✓

Production

41

Indian Industries and the War: Progress due to War Effort: Orders at the rate of Rs. 200 Million Per Month. ✓

The following information about the effects of the war on Indian industries and the progress registered by several of them owing to war effort is taken from an Associated Press report published in the Bombay Chronicle dated 19-9-1942:

War Orders of Rs. 200 Million Per month.- The war months of 1939-40 were months of exploration, 1940-41 was a year of planning and 1941-42 and beyond the gradual fulfilment of an expanding industrial war effort. In the first year of the war India executed war orders to the total of Rs. 850 millions. By the end of the second year, they rose to nearly Rs. 1650 millions, and as at July 31, 1942, they totalled Rs. 3650 millions. War orders are now being placed at the rate of nearly Rs. 200 millions a month.

Administrative Changes.- In 1939 the integration of Indian industries to war potential needed only one Director-General of Supply and a Member of the Viceroy's Executive Council shared the responsibility of the Supply Department with that of another Department of Government. By 1941 the position was that a Member of the Viceroy's Executive Council was exclusively in charge of the supply and production problems of the country. The Executive responsibility was spread over three Directorates-General, the Directorate-General of Munitions Production, the Directorate-General of Supply, and the Director-General of Ship Repairs and Ship Construction and two parallel organisations, the Planning and Purchase Offices are also tapping new sources and planning new capacities.

Increased Output of Munitions.- In the munitions field output is many times prewar capacity. Six times the prewar output of rifles, eight times of machine-guns, ten times of bayonets, 24 times of gun ammunition and nine times of guns and gun carriages, are a few of the new production figures. To enable these increases more than Rs. 70,000,000 have been spent on expansion projects and a further Rs. 160,000,000 expansion scheme is already in hand. High explosives such as T.N.T. are manufactured at these factories for the first time in India. Large plants have now been installed for the manufacture of toluene, acetone, kieselgurh, mineral jelly and the various acids.

Training of Technicians and Improved Equipment.- Increasing equipment and intensive training are turning out a new body of technicians, the men of steel, machine tool workers, munition workers, the saddler, the engineer, the chemist and a host of other trained personnel. 250 men were sent out for training in Britain under the Bevin Training Scheme; 122 have already returned after training. Every quarter for the duration of the war 50 more men will proceed for training. 39,000 trainees have so far been enrolled under the Technical Training scheme.

Imported Equipment.- Equipment flows into India, as far as war conditions and the simultaneous needs in more than one manufacturing area permit, from the United Kingdom and the United States. The American Technical Mission have recently sponsored several new plants and machine tools and have agreed to send special supervisory staff.

New Industries.- India has also undertaken manufacture of

alloy steels. Experiments for the contents of ferro-tungsten and vanadium from Indian ore are being made and new plants are on order. The alloy will form valuable components of special steels, the tools and raw materials of modern industry. Manufacture of ferro-silicon has been established in one Indian factory and at least half of India's requirements will be met from this source. The production of aluminium in India will begin shortly on a scale which is ultimately expected to enable India to meet her requirements of this metal.

Workshops.- ^{To} ~~the~~ carry out the various munitions projects many civil engineering works of a major nature have also come into being. At the outset of the war there were about 600 trade workshops known to be available. The Director-General of Munitions Production is now using 1,500 engineering workshops - 840 for general engineering items, over 300 for small tools and 345 plus 23 railway workshops for munitions components. Apart from establishments contracting with the Government directly, a very large number of small manufacturers are employed as sub-contractors.

Textile Expansion.- The value of textile purchased for the armed forces up to June, 1942, amounted to Rs. 1200 millions. In the coming year it is expected to be nearly Rs. 700 millions. The value of tents during the present year is Rs. 120 millions and of army blankets Rs. 50 millions. The output of clothing is now over 10 million garments a month. Before the war the army was clothed by one factory; there are now 10 clothing factories linked with a large number of tailoring centres employing 100,000 men in all. A parachute factory has also ~~been opened for the production of parachute equipment.~~ Pith helmets, nearly 5 million a year, cotton-jute union canvas, 10 million yards, cotton textile, nearly 1,000 million yards, are other items of India's ~~expanded production for Defence Services.~~ The wool industry is on a 100 per cent. war basis. The cotton industry has set apart 35 per cent. of total production for war ~~and~~ purposes, besides catering in an increasing measure to the civilian needs of India with the necessary curtailment of imports.

Leather Industry.- The Government Harness and Saddlery Factory has ~~expanded its working~~ staff from 2,000 to 15,000 men. In addition, some 700 contractors employ about 34,000 men to supplement production. The combined total outturn is valued at approximately Rs. 200 millions. Production of army boots in India has been increased from 1 1/4 million pairs ~~in~~ 1941 to the present output of 4 million pairs.

Timber.- Timber production has increased from 242,000 tons in 1940-41 to 396,000 tons in 1941-42 and in 1942-43 it is expected to reach a total of about 500,000 tons valued at about Rs. 60 millions. In the woodware industries the 1942-43 output is expected to reach about 40 millions.

Shipbuilding and Repair Yards.- Well over 30,000 men are engaged in the various ~~shipbuilding and repairing~~ yards in India.

Medical Instruments and Drugs.- In peace-time, indigenous production of medical instruments for the Defence Services was small and limited to a few simple instruments. Since the war not only has the indigenous industry practically kept pace with Defence Services demand, but it has enabled India to supply Russia with approximately 80,000 instruments of indigenous production. The approximate value of instruments, etc., inspected and accepted averages monthly from Rs. 4 to 5 ~~lacs~~ ^{lacs}. Approximately 300 items of drugs and dressing, formerly imported, are

manufactured in India. The Government Medical Store Depot is turning out a million dressings per month, while another produces 120,000 lb. of cotton wool and 18,000 lbs. of lint monthly.

(The Bombay Chronicle, 19-9-1942.) ✓

Final Report of American Technical Mission:
Recommendations for Speeding up Production. ✓

According to a press communique issued by the Government of India in the second week of September 1942, the final report of the American Technical Mission (for previous references see pages 33-35 of May, 1942, report) has been submitted by its Chairman, Dr. Henry Christie Grady, to the Government of India and of the United States of America. The report contains much factual data concerning the production in India of essential war materials and the recommendations of the Mission for expansion of such production. The two Governments are now engaged in studying the Mission's report and the manner in which its various recommendations may be implemented.

The function of the Mission was to investigate the industrial resources of India and to recommend ways and means by which these resources of India could be developed to augment production for war purposes. The work of the Mission, therefore, was directly related to the common war effort of the United Nations and was not connected with post-war industrial and commercial problems of India. The report of the Mission contains a survey of the principal industries of India's ancillary war effort and its principal industrial requirements yearly for each of these.

Erection of New Plants and Rearrangement of Existing Machinery.- The Mission has made recommendations suggesting action by either the Government of India or Government of the U.S.A. In those instances in which additional output was shown to be required, the Mission has recommended the erection of new plant or the installation of additional machinery in existing plant. It has also suggested the rearrangement of existing machinery in order that the maximum efficiency in production might be attained.

Relieving Congestion in Ports and on Railways.- Congestion at certain Indian ports received the attention of the Mission which has made various recommendations designed to expedite loading, unloading and the repair of ships. In addition, it has called attention to the overburdened condition of railways and has suggested measures for its alleviation.

Action by Government of India.- Vigorous steps have already been taken by the Government of India to implement some of the recommendations contained in the preliminary report of the Mission and in this programme it is being assisted by equipment and material from the United States of America and the United Kingdom. With the full approval of the Government of India, the Mission recommended that a number of production engineers and technicians be sent from the U.S.A. to advise and assist in increasing industrial production in India. Steps have already been taken to secure the services of these experts and a number

of them will soon be leaving to undertake their new and important assignments. The Governments concerned will determine the further extent to which the Mission's programme is to be implemented and will seek promptly to execute their decision.

(The Bombay Chronicle, 15-9-1942.) ✓

Post-War Reconstruction

45

Post-War Reconstruction Plans: Sir M. Visvesvaraya's Criticism of Government action. ✓

In his presidential address at the 2nd quarterly meeting of the Central Committee of the All-India Manufacturers' Organisation, held at Bombay on 20-9-1942, Sir M. Visvesvaraya outlined a five-year plan for establishing suitable key and other heavy industries in India with a capital of Rs. 10,000 millions. He also urged the establishment of a Post-War Reconstruction Board to make adequate preparations for the reconstruction work after the war. The more important points raised by him in the address are ~~but~~ briefly noticed below:

Post-War Reconstruction: Need for taking Industrialists into Confidence. - Immediately the war ends and truce is declared, the bulk of the fighting forces will be disbanded and large numbers of work people employed in the factories will be set free. On the Government will devolve the responsibility to find employment for all of them. Preparations and proposals have to be got ready in anticipation of the close of the war. Plans have also to be made for improving production and the general economic condition of the people. The Government of India came forward with ~~an~~ announcements that it was making preparations for post-war reconstruction. Its proposals are marked by extreme caution. Indian business-men are not taken into confidence. There was to be no open dealing, no publicity. A few committees were set up whose ~~activities were to be treated as confidential.~~ One important need of the country, namely, development of industries ~~for~~ for the civil population was kept out of the reconstruction programme altogether. There is apparently a lull in the preparations now, for there has been no news of the working of these committees for the past nine months.

Retarded Industrial Development: Plan to Keep India as an "Agricultural" Country. - The industries started in the last war were not continued after the war came to an end. If matters are left to take their own course, the same will happen at the end of the present war and the country will have no chances of overcoming its economic distress. These apprehensions are confirmed by a recent authoritative statement made by the head of the Government that "India is and for a long time yet, likely to be mainly an agricultural country." On account of the subordinate position of the Government of India, the people have not been allowed to develop the industrial structure of the country to the extent dictated by their means or wishes. Government have kept activities in certain departments of Indian administration strictly in their own hands without seeking advice or co-operation from representative citizens. One of such departments is 'industries'. The army of 'military department' is another. In the military the indigenous population may serve in the ranks, but when it comes to policies or control, they cannot even look over the fence. In this way many beneficent developments have been ruthlessly retarded.

Programme of Post-War Reconstruction Work. - Outlining his programme for post-war reconstruction work, he said:

Education. - Since only one person in every nine in India now knows to read and write, the rural population is held down by the millstone of its own ignorance. A scheme of education on a five-year plan is the best remedy. Such a plan has succeeded in Russia.

Heavy and Minor Industries.- Next to education, if next at all, come industries. A reform to advance the cause of industries will benefit all grades of the population. Heavy industries which are the balance wheel of the whole business system should receive priority. It is a great disappointment to all far-seeing Indian industrialists to notice that the opportunity given by the war is not being utilized to force the pace of industrialisation in this country as is being done in Canada or Australia. Minor industries require an elaborate organisation or system to secure uninterrupted progress. Such an organization should be introduced by the Government and the public working in close co-operation. If Government co-operation is not forthcoming, the business leaders should not merely stand by and look on but should join forces, even work single handed, and build up an organization as best as they can.

Military Equipment.- A third reform needed is to insist on military equipment and armament machinery to be manufactured within the country itself, with the co-operation of Indian industrialists. The present war has shown how helpless the country will be if this measure is not enforced.

Production Drive; Need for Political Freedom.- Immediate steps should be taken to initiate a production drive with a view to doubling production in the country chiefly from industries in five to seven years time; for developing industries India wants economic freedom and she cannot have economic freedom without political freedom. The struggle in India today is to seek amelioration or relief from conditions which threaten to stabilise poverty and make it difficult for the vast masses of the population to keep themselves alive.

(The Bombay Chronicle, 22-9-1942.) ✓
+

47

List of the more important publications received in this Office
during September 1942. +

National Labour Legislation.-

War-time Legislation Affecting Labour. Published by the Manager of Publications, Delhi. 1942.

Social Policy.-

Fourth Labour Conference (First Tripartite Conference), New Delhi, 7th August, 1942. Resolutions adopted by the Conference. Department of Labour, New Delhi.

Conditions of Work.-

Statistics of Industrial Disputes in British India for the year ending 31-12-1941 (revised). Department of Labour, Government of India, New Delhi.

Economic Conditions.-

Representations submitted by the Committee of Federation of Indian Chambers of Commerce and Industry on Financial Adjustments between His Majesty's Government and the Government of India, with regard to Defence Expenditure of India. Federation of Indian Chambers of Commerce and Industry, 28, Ferozshah Road, New Delhi. 1942.

Social Insurance.-

Printed letter No. 4577-XI-138/42-Gen. dated the 13th August, 1942, from the Secretary to the Government of Bihar, Revenue Department to the Secretary to the Government of India, Department of Labour, embodying statistical Returns under the Workmen's Compensation Act, 1923, for the year 1941.

Organisation, Congresses, etc.-

Report of the Bombay Provincial Trade Union Congress for 1941-42. Servants of India Society's Home, Sandhurst Road, Girgaon, Bombay.

Public Health.-

Annual Report on Hospitals and Dispensaries in the North-Western Frontier Province for the year 1941. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1942. +

Index

missing

Madras

Extension of the Payment of Wages Act to 'Declared' Factories

The Government of Madras has extended the provisions of the Payment of Wages Act, 1936, to all classes of persons employed in industrial establishments within the meaning of sub-clause (f) of clause (ii) of Section 2 of the Act, which have been or may be declared to be factories under Section 5 of the Factories Act, 1934.

(Notification No. 227: G.O. No. 3501 P.W. (Labour) dated 26-9-1942: The Fort St. George Gazette, Part I, dated 13-10-1942, page 1031.)

Madras

Reporting Certain Accidents: Draft Amendment to the Factories Rules.

The Madras Government proposes amending the Madras Factories Rules, 1936, so as to provide that the manager of a factory shall notify the Inspector of Factories, as soon as possible, or within 15 days from the date of discharge of the worker, of all accidents causing any of the following injuries to workers, namely:- (a) Poisoning due to handling chemical products; (b) Injuries caused by the inhaling of dust, gas or fumes; (c) Ulceration due to chrome or injuries consequent on such ulceration; (d) Ulceration due to X-rays or other sources of radiant energy or to welding operations; (e) Anthrax infection; and (f) Glass-workers' cataract.

(Rules Supplement to Part I of the Fort St. George Gazette, dated 13-10-1942, page 5.)

CONDITIONS OF WORK

Hours of Work.

Working of Hours of Employment Regulations in 1940-41*

Scope of Application: Railways Covered.- By ~~the~~ ^{the} end of 1939-40, the Hours of Employment Regulations had been applied to the North-Western, East Indian, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta, and Bengal and North Western Railways. In the year under report, they were extended to the South Indian Rohilkhund and Kumaon, Assam-Bengal, and Bengal-Nagpur Railways with the result that all workers, with certain definite exceptions, employed upon all class I Railways, both State and Company-managed, are now entitled to the protection of the Regulations.

Difficulties in Application.- Difficulties were encountered by the Assam-Bengal and Bengal-Nagpur Railway Administrations in giving effect to the Regulations on their systems. In the Assam-Bengal Railway,

* Government of India: Department of Labour. Annual Report on the Working of the Hours of Employment Regulations on the North-Western, East-Indian, Eastern Bengal, Assam Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta, Bengal and North Western, South Indian, Rohilkhund and Kumaon and Bengal-Nagpur Railways during the year 1940-41 by Mr. Abbas Khaleeli, I.C.S., Conciliation Officer (Railways) and Supervisor of Railway Labour. Published by the Manager of Publications, Delhi. 1942. Price annas 8 or 9d. pp.13

[lay version missing]

the difficulties were the lack of housing facilities for the workers and the shortage of additional staff. The position at the close of the year was fairly satisfactory. On the B.N. Railway, certain categories of staff objected to the arrangements made by the Administration for applying the Regulations to them. The B.N.R. Indian Labour Union championed the cause of the workers and pointed out that to give effect to the scheme proposed by the Administration would deprive the workers of certain privileges which they had been long enjoying. The dispute, which at one time threatened to assume a serious character, was referred to the Conciliation Officer (Railways) and Supervisor of Railway Labour by the parties for effecting a settlement. Thanks to the accommodating spirit displayed by both sides, the matter was on its way, at the close of the year, to final determination and satisfactory settlement.

Number of Staff Covered.- The total number of staff employed on class I Railways and as such affected by the Regulations was 486,087 on 31-3-1941, distributed as follows: North Western - 78,007; East Indian - 95,426; Eastern Bengal - 37,046; Great Indian Peninsula - 60,373; Madras and Southern Mahratta - 34,724; Bombay, Baroda & Central India - 49,738; Bengal & North Western - 24,573; Rohilkhund & Kumaon - 5,315; South Indian - 30,962; Assam Bengal - 13,310; and Bengal Nagpur - 56,613.

Protection of 'Excluded Staff'.- Running staff, staff engaged in supervision or management, and certain well-defined categories of inferior staff have been excluded from the scope of the Regulations. Their exclusion does not, however, absolve the Supervisor's Department from responsibility for watching over the conditions of their work. The Department has to satisfy itself that such staff - compendiously known as the 'excluded' staff - have not been deprived of the protection of the Regulations without sufficient justification. Further, it is incumbent on the Department to scrutinize the hours of work of the 'excluded' staff and suggest changes which may appear necessary on humanitarian grounds.

Inspection.- The following table gives the number of establishments inspected by the Inspectors of Railway Labour during the year under review:-

<u>Railway Establishments</u>	<u>Transportation Engineering</u>	<u>Power</u>	<u>Miscellaneous</u>	<u>Total</u>
W.	704	33	62	969
I.	545	145	155	951
B.	306	45	74	494
I.P.	538	130	206	1,028
& S.M.	354	78	95	595
B. & C.I.	520	71	194	889
& N.W.	236	34	34	381
K.	117	98	44	289
N.	97	15	26	150
I.	377	50	41	519
E.	13	2	9	30

6,304 establishments in all were inspected, giving an average of 350 to an Inspector, as against 319 in 1939-40 and 353 in 1938-39. This represents a considerable improvement over last year's figures and a slight improvement over the figures even of 1938-39 when it is borne in mind that in 1938-39 the substitution of warrants for the card passes, to which the general deterioration in the intensity of inspections is largely attributable, had operated for only three months out of 12. The

present improvement is largely due to the increase in the number of Inspectors. By reducing the size of each Inspector's beat, it has been possible to intensify inspections.

Classification.- In spite of the absence of any machinery designed to resolve differences of opinion as regards certain cases of classification there has been some improvement in the position. The question of providing the necessary machinery for resolving differences of opinion between the Department and Railway Administrations is now under consideration of Government. Two important cases of reclassification involving additional expenses to the Railways concerned are reported, one affecting the Watch and Ward jamadars and section mates in the M. & S.M. Railway and the other touching the Watch and Ward Overseers on the B.B. & C.I. Railway. These categories of the staff had been excluded from the application of the Regulations as being 'supervisory'. It required the intervention of the Railway Board to effect a reclassification in the railways. The additional annual recurring expense to be incurred by the B.B. & C.I. Railway alone in this connection is Rs. 17,500.

The total number of cases of classification reported 'open to doubt' was 173, compared to 197 of ~~them~~ the previous year, and cases 'challenged' numbered 223 against a total of 470 in the previous year. Such cases have been most numerous on the B.B. & C.I. Railway, with ~~the~~ E.I. and B.N.W. Railways ranking second. Excepting these and the N.W. and E.B. Railways where there have been incidental increases, the total number of ~~doubtful and challenged~~ cases show a steady and significant tendency to come down.

Continuous, Intermittent and Excluded Staff.- With the exception of N.W. Railway, where there has been a decrease of 1.3 and the M. & S.M. Railway where there has been neither an increase nor a decrease, the percentage of "continuous" workers has during the year under review improved on all Railways; the biggest increase (2.1) being on the B. & N.W. Railway. The percentage of 'essentially intermittent' staff has remained stationary on the E.B. Railway; it has increased on the N.W. and M. & S.M. Railways, and has suffered a decrease on the E.I., G.I.P., B.B. & C.I., and B. & N.W. Railways, the drop on the last being quite substantial (2.9). As regards percentage of 'excluded' staff, the position has generally improved except on the G.I.P., B.B. & C.I. and B. & N.W. Railways, where there have been further exclusions of staff from the scope of the Regulations.

Payment of Overtime.- Numerous cases have come to notice where Railway servants had been called upon to work beyond their usual daily hours and no record whatsoever had been maintained. When claims for overtime payment to these employees were made on behalf of the servants to the Administration, they were turned down on the ground that there were no records. The report points out that unless the Administrations take steps to improve matters by insisting on their subordinates keeping accurate records, other measures would have to be devised to safeguard the ~~XXXXX~~ interests of the railway workers.

Periods of Rest.- There has been an improvement in the percentage of staff enjoying a calendar day's rest on all railways except the E.B. and B. & N.W. Railways, the G.I.P. Railway recording an increase of 3.1 per cent. The deterioration in the cases of E.B. Railway (3.3) and B. & N.W. Railway (5.5) is rather marked. The percentage of 'Continuous' workers has risen on both these Railways during the year under report and it appears that in an effort to improve the classification generally, the

Administrations have resorted to the expedient of substituting the statutory 24 consecutive hours' rest for a calendar day's rest. The report expresses the hope that while all efforts to effect improvements in classification are good in themselves, the Administrations would realize the greater importance to labour of one calendar day's rest as compared to the statutory 24 hours.

Extra roster work.- The attention of the Government of India has been drawn to the widespread and chronic character of this evil and as a result the Government of India in the Railway Department issued detailed instructions to Railway Administrations to eliminate extra roster work as far as possible. The employment of railway servants outside their usual daily hours is, however, dependent upon circumstances which it is not always within the power of a Railway Administrations to control, especially now that a war is on.

Running Staff.- Although it is over a decade since the Regulations were brought into being, they do not as yet cover the running staff. During the year under report, organised labour voiced its demand for extending the protection of the Regulations to the running staff. The matter has been brought to the notice of Government.

Railway Trade Unions.- In spite of the fact that the energies of most of the railway unions were fully absorbed during the year under report in the preparation and presentation of the workers' case for a dearness allowance before the Rau Committee, the unions continued to take active interest in the application and enforcement of the Regulations. A few of the unions displayed commendable zeal in getting the maximum out of the Regulations.

Wages

Working of Payment of Wages Act in Indian Railways in 1940-41.

8,400 establishments were inspected, under the Payment of Wages Act during 1940-41 to make sure that 850,000 railway employees, drawing salaries of less than Rs. 200 a month are paid promptly and without any improper deductions from their wages, by the Labour Inspectorate of the Conciliation Officer (Railways) and Supervisor of Railway Labour. His report, recently published, on the working of the Act during the year 1940-41 shows that over 3,000 cases of delay in the payment of ordinary wages were detected. As in the previous year most cases of delay in payments related to the payment of increments, overtime allowances, leave salaries and officiating allowances. With regard to deductions from wages, the figures given in the Report show that fines aggregating Rs. 15,217 were imposed in 21,792 cases, while deductions for damage or loss totalling Rs. 105,710 were ordered in 59,668 cases.

Railway administrations were asked to refund fines and deductions for damage or loss in several cases where these had been imposed in contravention of the provisions of the Act. A few cases of failure on the part of paymasters to record cash recoveries on account of fines in the fines registers were detected. The practice which obtained on certain railways of fixing responsibility for loss or damage in certain cases jointly on a number of employees and debiting them in proportion to their respective salaries was held to be illegal and the railways concerned were advised to desist therefrom. The Report also notes that a number of debits, commonly known as "telegraphic debits", had been found to infringe the provisions of the Act and the administrations concerned had been advised to discontinue the practice.

The Report draws attention especially to the difficulty in inspecting contractors' establishments for want of detailed information. The failure of contractors to maintain registers giving details as to employees, wages paid, etc., in a set form, and the total absence of such registers in certain cases, is commented upon by the Conciliation Officer who advised the contractors in their own interests to maintain a register of wages in English giving complete details of employees, wage periods, wage rates, wages earned, deductions, wages paid and date of payment.

(Unofficial Note issued on 16-10-1942 by the
Principal Information Officer, Government of India.)

SOCIAL INSURANCE

Legislation on Sickness Insurance: Government of India to introduce Bill early in 1943.

The question of instituting a sickness insurance scheme in India was discussed at the 1st, 2nd and 3rd Labour Ministers' Conference held in 1940, 1941 and 1942. It is now understood that of the four Bills dealing with the labour problems which are at present being examined by Government and by industrial and labour interests, it is likely that the Bill dealing with sickness insurance will be ready for consideration during the next budget session (February 1943) of the Central Legislature. Opinions on this Bill are coming in, and the Labour Member, Dr. Ambedkar, is expected to set up shortly a small committee of experts on insurance to work out the actuarial details of the scheme in time to enable him to place the Bill before the forthcoming session of the Assembly.

(The Statesman, 14-10-1942.)

LIVING CONDITIONS

Nutrition

8th Annual Marketing Officers' Conference, Delhi, 23-10-1942.

In his opening address at the eighth annual Marketing Officers' conference held at New Delhi, on 26-10-1942, Sir Jogendra Singh, Member in Charge of the Department of Education, Health and Lands, of the Government of India, emphasised the need for the grading and distribution of pure food.

Problems of the Present and Future. - Referring to the present boom in the prices of certain commodities, he said that the increased demand for these goods and the increased flow of money had raised new problems of price adjustments. The marketing staff could not lose sight of the question of prices. It was a problem that needed close study, keeping in view the interests of agricultural producers who constitute three-fourths of the Indian population. He emphasised the need to see that both the producer and the consumer got a fair deal. He also referred to the need to plan not only for the immediate wartime requirements but also for the period which will follow the end of the war. There was need for increasing production in various directions. Steps had to be taken to ensure that producers got a fair return for their labour, bearing in mind alternations in the value of money. ~~Marketing~~ Action had to be taken to prevent a slump and arrange for stability of prices or at least for the prevention of wide fluctuations in prices and real incomes such as those which occurred after the last war. Recalling the achievements of the marketing office during the last eight years, the speaker said that

in 8 years they had established standards of purity of certain principal products; the office had demonstrated the value of grading and formed 509 grading stations spread all over the country; it had graded and packed produce valued at about ~~xxxxx~~ Rs. 14.1 millions; it had organized a skeleton intelligence service which is of great promise; and, lastly, it had succeeded in securing legislation for the standardization of weights. But it remained for the Office to win the confidence of the producer and bring home to him the fact that pure products fetch a higher price; that separation of superior products from the inferior is the object of grading which helps to secure a better and more paying market. It had also to educate and encourage the middleman who forms an indispensable link between the producer and consumer to modernize his business and to realize the need of placing his goods to the best possible advantage by concentrating on the sale of products of guaranteed purity and of such specific standards as may be most required and appreciated by consumers.

Resolutions.- The need for centralised control over supplies and distribution of foodstuffs, as well as over prices was stressed in a long resolution adopted by the Conference. As the variations in the food control policies of various provinces and States have led to certain abuses and difficulties, the Conference recommended a more uniform policy for the control of wheat and other foodgrains and made certain suggestions as to the method of fixing prices for different crops.

Another resolution recommended the closer association of Marketing staffs (Central, Provincial and State) with the work of price control, civil supplies, organisation of transport facilities, etc. At present the Marketing Staffs are supplying much useful information to the Departments concerned with price control, but it is felt that they could be of further assistance in carrying out executive measures owing to their close and intimate contacts with markets and with producers, traders and consumers.

The difficulties in the way of grading and standardisation due to the shortage of certain commodities and of transport facilities were considered, and also the possibility of co-operative marketing and grading through organisations of primary producers. With a view to publicising the "Agmark" scheme, it was decided that rubber stamps bearing "Agmark" slogans should be supplied to local Marketing Officers for use on letter-heads, envelopes, etc. The Conference also decided that a film should be prepared showing the different stages of ghee grading and that subsidies should be given to shops which agree to stock "Agmark" products exclusively.

(The Statesman, 27-10-1942,
The Times of India, 2-11-1942.)

ORGANISATION, CONGRESSES, ETC.*

Workers' Organisations

All-India Municipal Workers' Conference, Poona, 24 and 25-10-1942.

An All-India Municipal Workers' Conference was held at Poona on 24 and 25-10-1942, Sardar Gopal Singh, Parliamentary Secretary to the Government of the Punjab, presiding. In the course of his presidential address, Sardar Gopal Singh deplored the existing social disabilities, and political inaction of the vast number of conservancy workers in the country. Wages, promotions, housing, and other conditions of work, he said, were the more important problems before conservancy workers. He also appealed to municipal workers to organise themselves into strong trade unions to safeguard their interests and better their conditions.

The need for representation of municipal workers in the newly set up tripartite labour Conference was also stressed.

Several resolutions bearing on the problem affecting municipal employees, such as minimum wage, dearness allowance, hours of work, old age pension and bonus, security of service, housing accommodation, medical relief, etc., were passed at the Conference. The Conference urged the Government and the municipalities to give immediate consideration to the unsatisfactory conditions of service of municipal employees in general and of those in the conservancy branches in particular and to secure a minimum standard in their existing service conditions. By another resolution the conference recommended the establishment of an All-India Federation of municipal workers to be registered under the Trade Unions Act of 1926.

The meeting urged all municipal workers to stand at their posts notwithstanding conditions involving serious danger to their lives and property owing to enemy attacks and do their work efficiently, and assured the municipal authorities, the public and the Government that the Federation and the provincial and primary branches would do all it could to assist the authorities in carrying out municipal functions in normal manner.

Office-bearers.- The following office-bearers were elected:
Sardar Gopal Singh, M.L.A.: President; Messrs. R.R. Bhole and G.M. Jadhav: Joint Presidents; and Mr. M. V. Dhonde : General Secretary.

(The Bombay Chronicle and the Statesman,
27-10-1942.)

SOCIAL POLICY IN WAR TIMEHours of Work.Exemption from Factories Act in Madras.

The Government of Madras has exempted watchers and persons engaged in fire protection work in factories from the operation of sections 34 to 40 (hours of work and rest) of the Factories Act subject to the following conditions: (1) The period of work shall in no case exceed 12 hours a day except when any shift worker on three 8-hour shift has to work in a subsequent or a previous relay as a substitute for any worker who fails to report for duty subject to the condition that the same worker may be employed on two consecutive 8-hour shifts but this shall not occur more than once in a period of 14 days; (2) No worker shall work consecutively for more than 13 days without a holiday for a whole day or at least for such period not less than 24 hours as the Chief Inspector shall consider equivalent to a whole day's rest; (3) Sufficient time (though not a fixed period) to the satisfaction of the Inspector shall be allowed for meals; and (4) The spreadover of hours of work shall not exceed 16 per day.

(Rules Supplement to Part I of the Fort St. George Gazette dated 13-10-1942, page 5).

Demand for Higher Dearness Allowance:
A.I.T.U.C. Resolution for Affiliated Unions.

The General Secretary, All-India Trade Union Congress, in a circular letter dated 25-10-1942 to the affiliated unions of the Congress points out that the immediate grievance of the workers at the present time is the suffering caused by the indifferent attitude of the Government regarding scarcity of food and the soaring prices. Dearness allowance, on a more or less inadequate scale, is granted to workers in various concerns, but on the whole Government has not given adequate consideration to the plight of workers in most industries. He has, therefore, suggested the adoption by the affiliated unions of the following resolution passed by the Working Committee of the A.I.T.U.C. at Bombay in July 1942.

"This meeting views with grave concern the miserable condition of workers, due to the high and steep rise in the cost of living, profiteering by merchants and middlemen, the inadequate and inefficient system of price-control, and the dilatory and indifferent attitude of the Government and the employers, in the matter of dearness allowance. The meeting urges upon the Government the urgent and essential need of efficient price-control, the checking of profiteering, supplying of commodities at the controlled prices, and automatic increase in dearness allowance to all workers in proportion to the increase in the cost of living".

Affiliated Unions are invited to make constructive plans to study the grievances of workers in the above matters in their individual areas, and to secure relief to the workers. The reports of the work they plan to do to help the workers are to be sent to the General Secretary, All-India Trade Union Congress. It is also pointed out that numerous trade unionists all over the country have been put in jail, restrictions have been put on meetings and organisational work and activities of trade union unions are likely to be hampered. The affiliated unions are invited to give a call to the workers to strengthen the membership of unions in spite of these difficulties and to carry on their day-to-day struggles with greater energy than before. "A strengthened trade union is the only succour of the workers during the present terrible times".

(The September-October, 1942 issue of the Trade Union Record, Bombay).

Concessions of Bombay Government to
Temporary Government Servants Joining War Service.

In order that temporary Government servants may not be deterred from volunteering for war service for fear of losing their posts on their return from such service, the Government of Bombay has directed that permanent posts on which no other Government servants had liens or on which the liens of the permanent incumbents have been suspended under *the* Bombay Civil Service Rules, in which the temporary Government servants are officiating at the time they volunteer for war service, should be reserved for them until they return from that service. Vacancies of a temporary nature, that is, vacancies in posts created temporarily for short periods or leave vacancies in permanent posts, in which the temporary Government servants are officiating at the time they volunteer for war service will be reserved for them only so long as they would have officiated in those vacancies had they not volunteered for war service. If such temporary posts are made permanent in the meantime they will not, as far as practicable, be filled substantively, but will be earmarked for the original temporary incumbents till their return from war service. The concessions will be subject to the conditions that these Government servants will be allowed to return to the posts or vacancies vacated by them in civil employ only if this can be done without prejudice to the continuance in civil employment of persons who were senior to, or had rendered longer service than, such Government servants when the latter proceeded on war service. These orders do not apply in the case of temporary Government servants officiating in the sub-ordinate services in the Medical Department.

(The Times of India, 28-10-1942).

National Service (Technical Personnel)
Second Amendment Ordinance, 1942.

The Governor General promulgated on 3-10-1942 the National Service (Technical Personnel) Second Amendment Ordinance, 1942, to make certain minor changes in the Ordinance.

(The Gazette of India Extraordinary,
dated 3-10-1942, pages 1011 to 1012).

Railways (Employment of Military Personnel) Ordinance, 1942.

The Governor General promulgated on 8-10-1942 the Railways (Employment of Military Personnel) Ordinance, 1942, to regulate the employment of members of the Army in the working and management of railways. In the case of such personnel, the Indian Railways Act and the Rules made thereunder are to be applicable, and the liability of the railway administration under the Act and the Rules will also extend in respect of such personnel. But the provisions of Chapter VIA of the Act (relating to hours of employment) are not to be applicable to military personnel. If at any time the whole of the working, management and maintenance of a railway, or of a specific portion or section of a railway, is assumed by the military authorities, the Central Government may notify the fact of ~~an~~ such assumption in the official Gazette, and thereupon, so long as such assumption continues, the Indian Railways Act, 1890, shall cease to be applicable to the railway or the portion or section of a railway concerned.

(The Gazette of India Extraordinary,
dated 8-10-1942, pages 1019 to 1020).

Safety Measures:

A.R.P. Measures in Indian Factories.

A.R.P. and Factory Workers.- A.R.P. measures in Indian factories are based on the same principles as A.R.P. measures which have proved effective in the United Kingdom in ensuring the safety and welfare of workers. The actual measures which, naturally, have been modified to suit local conditions, may be placed under the following heads:-

(1) The provision of structural A.R.P. protection (including air raid shelters, fire precaution and fire prevention measures and First Aid facilities) is well advanced and is being pressed forward.

(2) It has been laid down that factory A.R.P. services are intended primarily for the defence of the factory and the factory workers.

(3) In addition to the technical training of squads required for specific A.R.P. duties, the principle has been laid down that all factory personnel should receive some regular form of A.R.P. training, outside working hours. For this they are to be paid at the appropriate overtime rates.

(4) Allowances and remissions of various kinds are being introduced to counteract hardships due to war conditions. These include payment of bonuses or dearness allowance, and provision for pensions or disability payments.

(5) Stocks of essential foodstuffs, etc., are being laid in at factories to guard against any possible breakdown in normal supplies.

(6) The evacuation of families of workers from threatened areas has been permitted in the interval before air raids develop, and facilities are being provided.

(7) Factories have been advised to establish a news service for their workers (by means of bulletins pasted on notice boards and the use of loud-speakers) to dispel ignorant or malicious rumours.

Air Raid Shelters.- All factories in areas where air raids could occur are being provided with shelters for the full number of persons who might be in the factory during a raid. These shelters consist of open zigzag trenches, either sunk in the ground or where necessary raised above the surface, or sometimes, where there is no room for trenches, of brick-built shelters with reinforced concrete roofs, built close to the factory buildings. Concrete roofs have been provided for brick-built shelters to protect the workmen against falling bits of brick or concrete if the factory building is hit. There is no need for a concrete roof over a trench, as trenches are narrow and are always situated well away from buildings. Brick-built shelters are designed to be just as safe as slit trenches. Workmen are trained to keep entrances to shelters free of any rubbish.

A.R.P. Training.- All factory workers are to have regular training in taking cover, evacuation to shelters, shelter discipline, fire prevention, control of incendiary bombs, etc.; practice in dealing with incendiary bombs and fires, it is considered, will be extremely valuable to workers at home as well as at the factory. Factory workers are to be trained outside working hours for brief periods, the men being paid at the appropriate overtime rates for the periods spent in training. The cost is to be treated as A.R.P. revenue expenditure in assessing profits for taxation purposes. 'It is not necessary', said a recent letter issued

by the Labour Department, 'to aim at a high standard of technical proficiency; the emphasis should be rather on explaining the efficiency of measures taken for the safety, and welfare of labour, on developing discipline and building up morale.'

In most factories, frequent practice evacuations to the shelters are held. When the siren sounds, the workman is expected to go quickly but quietly to his own place in his own shelter as previously arranged and rehearsed, and to stay in the shelter until permitted to leave by the shelter warden. Workmen are also instructed to space themselves out evenly along the whole length of the shelter, squat down, keep their heads low and not to lean against the sides of the shelter. Finally, it is impressed on workers that frequent practice evacuations, A.R.P. rehearsals and tests are not a danger signal indicating that raids are immediately expected, but merely a sign that necessary preparations are being made.

(The Statesman, 18-10-1942, and the Leader, 24-10-1942).

Labour Welfare.

Labour Welfare Measures during War Time: Government of India's Suggestions to Employers.

According to a communication from the Commissioner of Labour, Bombay, to the Indian Merchants' Chamber, Bombay, the question of maintaining the stability of labour in industrial concerns has been engaging the attention of the Government of India for some time. Among the steps which it considers advisable in the present circumstances to achieve this purpose is the provision of adequate welfare measures to show to the workers that the management is taking steps to ensure that labour is well looked after in any emergency that may arise. The following are some of the measures which are recommended in this connection:-

- (a) The opening of cost price grain shops - these will not only serve the immediate requirements of the workers but ~~would~~ will also serve to inspire confidence in them that adequate steps are being taken to ensure that whatever emergency may arise grain will be available at reasonable prices.
- (b) The collection of adequate stocks of grain to ensure supplies in an emergency. A week's stock is suggested and if the emergency develops rations may be provided free from this stock.
- (c) The provision of canteens: as the families of workers will in many cases have left the district, provision of cooked food is likely to have a great moral effect on labour.
- (d) Facilities for remitting allowances to families. If employers can arrange for remittances by money order at their expense it would be much appreciated by employees.
- (e) Any amelioration in the conditions of work would be likely to have a beneficial effect. For example, experience in other countries indicates that short breaks during work tend to sustain production at a higher level. The introduction of such short breaks in India will probably also have the same result.

The Committee of the Chamber, in its reply of 2-9-1942, suggested in respect of facilities for remitting allowances to families that Government themselves should make arrangements with the postal authorities

for the transmission of such remittances free of cost.

(The Journal of the Indian Merchants' Chamber, Bombay, October 1942 issue).

War and Indian Labour.
Dr. Ambedkar's Statement re. Government Action.

At a press conference held at New Delhi on 30-10-1942, Dr. B.R. Ambedkar, Labour Member, Government of India, explaining what Government has so far done for Indian labour during the war, emphasised that besides undertaking direct responsibility for labour welfare and providing facilities for the training of a great number of technicians, Government had introduced certain new and beneficent principles such as compulsory arbitration between employers and labour and enforcement of fair wages and conditions of service, which formed an essential part of the recent, necessarily restrictive, war-time legislation relating to labour and which, he was confident, would survive and be amplified in post-war legislation.

Technical Training.- Dealing, first, with technical training, Dr. Ambedkar referred to the Bevin scheme and said that altogether 250 boys in five batches had been sent to England and the sixth was on its way. Of those trained under this scheme, 149 had returned to India, and 135 of them had already been posted in various factories and workshops on wages representing an average increase of 65 per cent. over their previous earnings, which had varied roughly between Rs.30 and Rs.100 a month. Besides the Bevin Scheme, the technical training scheme, started in July 1940, with the initial object of producing 3,000 semi-skilled tradesmen, had now expanded so much that the total number of trainees would be 70,000 by June 1943. Some 380 training centres under this scheme were working in the whole of India with a total training capacity of 45,000 trainees. A hundred technical experts had been obtained from England to run these institutions and under these experts, 163 Indian trainers had so far passed out, who could take charge of instruction at the various centres. On September 30, some 32,416 persons were undergoing training under the scheme and on the same date 21,750 trainees had been enrolled either in the defence services or ordnance factories or civil industry.

Explaining how each province was faring in the scheme, Dr. Ambedkar said that each province had been assessed to have the capacity judged by reference to the number of institutions and other facilities available in it, to train a certain aggregate number of technicians; and the following figures showed to what percentage of the total capacity each province had worked up - Assam and Orissa, 89 per cent. each; N.W.F.P. 88; Madras 86; Bengal 83; C.P. and Berar 82; Punjab 73; U.P. 72; Behar 67; Delhi 66; Sind 53; Bombay 52; and Ajmer-Merwara 47.

Labour Legislation.- Passing on to his second point, Dr. Ambedkar said that the Government of India had introduced two new basic principles in its labour code. Pre-war labour legislation in India, he said, dealt only with three matters; first, conditions of labour prescribed in the Factories Act, which was a general Act, and other Acts such as the Mines Act, the Railways Act, etc.; secondly, terms of employment such as those embodied in the Workmen's Compensation Act and the Payment of Wages Act, and thirdly, relations between employers and workmen defined for instance, in the Trade Disputes Act and the Trade Unions Act. Legislation during the war had been voluminous, but he took up for his purpose the Defence of India Rule 81(a), the Essential Services Maintenance Ordinance and the

National Service Technical Service ~~Ministry~~ Personnel Ordinance, which, from the popular point of view, would be classed as repressive measures, as in some way they restricted the liberty of labour. The Defence of India Rule 81(A) for instance, required that in all cases in which labour contemplated a strike, it must give 15 days' notice. Originally this rule had been confined to industries of a public utility character, but today it was of universal application. But the rule also enunciated the important principle of compulsory arbitration and enforcement of the arbitrator's award. Compulsory arbitration has actually been applied in some 25 cases so far. The two ordinances debarred persons from leaving their job and enabled the Government to transfer a certain percentage of labour from one industry to another, but they also gave power to Government to prescribe wages and conditions of service when the restrictive provisions were enforced.

"So far as my experience goes", said Dr. Ambedkar, "I have known of many strikes which petered out without bringing any benefit to the workers. Today, such a thing cannot happen, because there is the distinct provision that if labour wants to go on strike and if it formulates definite grievances, Government is bound to refer the matter to arbitration and if the arbitrator finds that the demands are just and proper, then Government has the power to enforce the award. This is a great advance on the chaotic conditions that prevailed previously". The other principle, namely, the right of fair wages and fair conditions of service, was also a new thing. "These two principles", Dr. Ambedkar declared, "will never be dislodged but will be amplified and enlarged in legislation that may come hereafter".

Labour Welfare.- Under the third point, namely, labour welfare, the Labour Member referred to the opening of cost price grain shops. It might, he said, appear to be a purely charitable concern but underlying it was a very important principle, namely, that Government recognised that after military requirements, the second place of priority should be assigned to labour's requirements. It might not have been laid down in so many words, but it was definite that Government agreed to the opening of such shops and further agreed that the Central revenues could be made to bear a share of any loss on such shops. Government also had the power to secure stocks of grain for labour in an emergency, had undertaken A.R.P. measures, both in factories under Government control and in others, and had accepted the definite principle of a flat rate instead of a percentage rate in giving relief against dearth. It was the flat rate which benefited the lower paid worker.

Under the head social welfare came the eight newly appointed Labour Welfare Officers working under Mr. R.S. Nimbkar, the Labour Welfare Adviser to the Government of India. For the successful administration of welfare work, three things were necessary; first, establish direct contact between labour and the Central Government, secondly, inform labour what was being done for them by the Central Government - much of the discontent and dissatisfaction against the Central Government arose from ignorance of what Government was doing and proposed to do for labour - and thirdly, report to Government when things went wrong and when it became necessary for the Central Government to take action. There was no doubt, Dr. Ambedkar asserted, that the Government of India had done the best thing in appointing these eight officers in order to enable it to carry out the new duties it had undertaken.

Labour and the Constitution.- Replying to the possible criticism that what the Central Government had done was not enough, and that it

should have done more, he referred to the peculiar constitution under which labour fell within the concurrent field of legislation, so that even if the Centre wanted to pass any law with regard to labour, its administration had to be left to provincial Governments. Dr. Ambedkar suggested that war time legislation, which had given certain new powers to the Central Government, might be the beginning, he hoped it was the thin end of the wedge, of greater central control of labour matters, or a step towards what he had always advocated, namely, that labour should be a central subject. The Indian constitution, Dr. Ambedkar went on, was very much like the American Constitution, in which labour was finding great difficulty by reason of the dishotomy between the administrative powers of the Centre and those of the provinces. It had been held in America that the states by themselves were unable to carry on completely the work of labour welfare and the Central Government should come to their aid. The problem had been solved in the United States by the scheme of grants in aid. Recent reports described the extent to which Central Government there had, by this means, been able to secure administrative control in the states over labour welfare. It might be that the Central Government would be able to follow the procedure so satisfactorily worked out in the U.S. to get control by grants-in-aid.

(The Statesman, 31-10-1942 and
the Leader, 5-11-1942).

Duties of Recently Appointed Assistant Labour Welfare Officers.

Reference was made at page 39 of our September 1942 report to the decision of the Government of India to appoint 8 Assistant Labour Welfare Officers under the Labour Welfare Adviser to the Government of India. For the purpose of organising labour welfare, the country is being divided into eight areas. Of these six areas represent the provinces of Assam, Bengal, Bihar, the U.P., Bombay and Madras. The C.P. and Orissa together comprise the seventh area, and as there is not a large labour population in the North-West, the eighth area will consist of Delhi, Ajmer-Merwara, the Punjab, the N.W.F.P., Sind and Baluchistan. The Assistant Welfare Officers will receive a week's training in New Delhi before being deputed to their respective areas. Their duties will consist mainly of promoting the organisation of A.R.P. measures and cheap food grain shops. A number of such shops have already been opened by Government factories, railways and private employers, and this action, it is stated, has had an excellent effect on the morale of the workers. The question of cheap cloth is ~~now~~ receiving attention but no solution has yet been found. The administrative duties of the assistant welfare officers will be to remove the causes of industrial strikes, to strengthen the trade union movement on right lines and to supply independent information to the Labour Welfare Adviser to the Central Government about the labour situation in their respective areas and about political and economic issues that may be involved in any strike or labour demonstration.

(The Statesman, 20-10-1942).

It is understood that only 7 Assistant Labour Welfare Officers are now being appointed and that the eighth, for Assam, is not to be filled in for the present.

Rationalisation of Rail Transport: Government Plan.

The question of rationalising railway transport in order to enable it to shoulder the growing burden during the coming busy season has been engaging the attention of the Government of India. The object aimed at is to dispense with unnecessary transport in order to avoid waste and utilise the surplus, thus created, to carry the more essential needs of the civil population. A special officer has been appointed by Government to study the transport system adopted by army depots, which are naturally the main customers of railway during the war period.

Details of the Government Proposals.- It is understood that various aspects of the question were discussed by the Hon. Sir Edward Benthall, Member for War Transport, Government of India, with the General Managers of the G.I.P. and the B.B. & C.I. Railways and the Chairman of the Bombay Port Trust, recently. The idea appears to be to make each industry self-sufficient, as far as possible, in regard to its requirements of raw material and other accessories as well as in the sphere of distribution of manufactured goods. Thus, for instance, it is suggested that cotton mills in Bombay should depend on the nearest centres producing raw cotton, the cotton textile industry in Ahmedabad should be able to get its supply of raw material from Gujerat, while the mills in the Central Provinces and Berar should have the first claim on cotton grown in their own province. This plan is proposed to be extended to organised large-scale industries like jute, cement and paper in the first instance.

Transport of Foodstuffs.- Such a plan is considered necessary in view of the increasing pressure on railways for carrying traffic on account of the Defence Services. If the scheme materialises, it should be possible for railways to devote the extra wagons that would be available under the rationalised system for the movement of foodstuffs ~~far~~ from producing to consuming centres. It is gathered that though large stocks of sugar are awaiting to be railed to Bombay from Bihar, they could not be moved because of the dislocation of railway transport and the position is not likely to be relieved for some weeks more. On the other hand, several thousand empty wagons had to be returned recently from the Punjab because ~~some~~ speculators would not part with their stocks of wheat and the outside supply in that province was not sufficient to be carried by those wagons. Railways are at present anxious to move foodstuffs from several producing centres to consuming towns, but are considerably handicapped owing to the paucity of offerings.

(The Times of India, 1-10-1942).

Possibilities of Increased Traffic by Country
Craft on the West Coast of India: Enquiry Completed.

Reference was made at pages 37 to 38 of our August 1942 report to the inquiry into the question of employing sea craft for transport on the west coast of India in order to relieve pressure on the railway system, which was recently ordered by the Government of India. It is now understood that the enquiry has been completed and the Government of India expects to receive shortly the report of Messrs. Sorley and Lalubhai who conducted the inquiry. It is further understood that the inquiry has indicated the possibility of developing transport by sea craft provided a suitable organisation is set up for the purpose. It appears that what is intended is not establishment of Government control over sea craft, but the setting up of a proper system of intelligence and official advice and help so that

owners of sea craft would, in their own interest, play a co-ordinated part in the solution of transport difficulties.

(The Statesman, 27-10-1942).

Production.

Development of Government Organisation for War Supplies of Cotton Textiles in India.

Attention is directed to pages 4 to 6 of the October 1942 issue of the Indian Textile Journal, 1942, where is published an article under the title: "War Supplies of Cotton Textiles: A Brief History of the Early Days of the War and a Review of the Present Government Organisation for Procurement of Cotton Textiles".

Tea Reserves in India to be Maintained:
Government Clarifies Position.

The Government of India recently issued a press note on the tea position in India, in view of a certain amount of speculative hoarding of Indian tea apparently under the impression that there may be a shortage for internal consumption during the current year. The Government declares that under no circumstances will Government allow India's internal reserve to fall below 130 million lbs., which is about 33 per cent. in excess of last year's consumption. Under the block purchase scheme, India will not export during 1942-43 to the full extent of her available tea export quota which is about 489 million lb. (including the carry-over of allotment from 1941-42) but only her exportable surplus after maintaining an adequate reserve for internal consumption. The estimated production for the current year is about 555 million lb. of which only 42½ million lb. will be allowed to be exported under the new scheme - both for the United Kingdom and out-markets. The crop which will remain for the current year's internal consumption will be about 134 million lb.

Relaxation of the order prohibiting private exports of India tea after 30-9-1942 (consequent on the introduction of the scheme for the block purchase of all exportable surplus) appears to have been misunderstood. Export Trade Controllers were instructed to issue licences in certain cases to enable the clearance of stocks held against past firm contracts. It was, however, not the intention of the Government that such teas should continue to be licensed, irrespective of the destinations to which they were bound.

(The Statesman, 29-10-1942).

Rubber Production Drive in India:
India Rubber Production Board Set Up.

The loss of Malaya, the Dutch East Indies and Burma has enormously increased the value of India's rubber production. Before the war, it represented about one per cent. of the total world production; today it represents nine per cent. of the production now available to the United Nations. Early this year Sir Ramaswami Mudaliar convened a conference of representatives of the rubber manufacturers and producers at which it was agreed to set up a purchase control organisation to stabilize prices and canalize purchase orders through existing trade channels. The Government

of India also appointed a Controller of Rubber Manufacturers in the Supply Department and an adviser on rubber purchase in the Commerce Department. During the summer months various steps were taken to increase production. A committee of leading planters in South India reported that most of the large estates were already producing their maximum crop but that some addition could be obtained by tapping to full depths by the introduction of additional tappings each week by modification in the distribution of tappers tasks and by the fixing of a guarantee price sufficiently high to compensate the producer for the damage resulting from drastic tapping.

Establishment of Indian Rubber Production Board. - The campaign to increase rubber production in India will receive a powerful stimulus when the new Indian Rubber Production Board begins to function, as it is expected to do shortly. It is understood that Sir C.P. Ramaswami Aiyar, Dewan of Travancore, will be the president of the Board, and it is thought that the resources of the Travancore State, in which 76 per cent. of the total rubber acreage is situated, will support the production drive.

Functions of the Board. - The establishment of the Board was one of the decisions reached at the second rubber conference held at the end of September, 1942. The Board will represent the Governments of Travancore, Cochin and Madras, the Commerce and Supply Departments of the Government of India and the rubber producers' organisations. With its headquarters at Kottayam, Travancore, the Board will have the task of encouraging and ensuring the maximum production of rubber by intensification of tapping, new planting, improved methods of manuring and spraying, the distribution and maintenance of machinery, scientific research, propaganda, etc. A Rubber Production Commissioner will be appointed who will devote his whole time, freed from administrative duties, to securing the maximum production possible on each estate. He will also endeavour to remove impediments to maximum production.

Rubber Purchase Office in Cochin. - In pursuance of the second decision reached at the conference that the Government of India should be the sole purchasers of all types and grades of rubber, a rubber purchase office will shortly be set up in Cochin which will accept tenders for all grades of rubber f.o.b. or f.o.r. Cochin from estates and dealers at fixed guaranteed prices. Arrangements will be made for a 100 per cent. payment against godown receipts and inspection notes and for the storage and transport of rubber to manufacturing centres so that stocks might not accumulate on estates.

Present Position of Rubber Production. - One of the problems which will face the Rubber Production Board concerns the grievances of the producers that the British Government is paying more for Ceylon rubber than the Government of India is prepared to pay for Indian rubber. Having passed through catastrophic fluctuations in prices during the past 20 years the producer is nervous about the future. More than half the rubber under cultivation in India is in the hands of the small growers. There are only about 160 estates of 100 acres or more in area. The remainder are comparatively small holdings, and there are over 13,000 of them, representing a considerable productive capacity. Thus, as most large estates are already producing their maximum, the key to substantial increase in production lies largely with the small grower for whom the most potent incentive to all-out production will be a guaranteed and reasonably high price.

(The Statesman, 20-10-1942.)

Cotton Movements Panel set up by Government of India

The Government of India has set up an advisory committee known as the Cotton Movements Panel, representing various interests, in order to ensure that the requirements of the Indian cotton textile industry are given due weight in the allocation of transport facilities for securing raw cotton without embarrassing the provincial governments, the regional transport authorities and the railway administrations in dealing with the general transport problem. The Panel will be presided over by Mr. J.B. Greaves, Honorary Adviser on Mill Stores, Cotton Textiles Directorate. The main task of the Panel is to ensure a steady flow of cotton in adequate quantities to cotton mills, particularly for mixings, in order to enable them to maintain the standard of quality demanded by the specifications governing war supplies. The panel will co-operate with the provincial governments, especially with the Government of Bombay, and local bodies in arranging these supplies in a manner that will assist them in maintaining the economic life of the large urban areas where cotton is consumed. It will also ~~not~~ maintain close contact with railways and assist them in controlling and co-ordinating transport. The object is to maintain, in the interest of the cotton grower, free and competitive markets for all varieties of cotton.

In order to facilitate its working, the executive organisation of the Panel will call for particulars regarding the type of cotton and the sources of supplies in the past year and ascertain from mills their minimum requirements, especially for executing war orders. With the co-operation of the East India Cotton Association, it is proposed to get the data regarding the quantity and quality of the coming crop in each area. After collecting this data, the Panel will draw up general directions for guiding the railways, the mills and merchants as to the areas from which the mills in each district should draw their supplies. The underlying idea is to ensure the greatest possible economy in transport and it is proposed to direct the parties concerned to adhere to these directions if it is considered necessary for economising transport. These directions will, however, be subject to the sanction of the War Transport Department. As a result, the Panel will be in a position to advise the Regional Transport Authorities on measures for regulating the volume and flow of supplies of cotton to the mills.

(The Times of India, 22-10-1942.)

Stimulation of Small-Scale Industries for War Purposes: Results
Obtained.

The Central Government in the current year is spending over Rs. 100 millions on purchases on war supplies from small-scale industries. For several months now, an organisation specially devoted to the encouragement of small-scale industries has combed the country. Certain difficulties had to be encountered and overcome and now a fair start has been made which is reflected in the progressively larger orders which are being placed.

Part played by Co-operative Societies.- Efforts were made to introduce the co-operative method wherever local conditions were suitable, so that the primary producer rather than the middleman benefits. In the Punjab, the volume of production through the co-operative effort is described as most gratifying and the manufacture of cutlery in this area has been very successful. In the North-West Frontier Province, larger numbers of blankets, footwear and timber articles are produced

for war supplies through the Provincial Co-operative Department. In the United Provinces, the co-operative scheme has diverted a large number of orders from other agencies to the small-scale industry and the same is true of other provinces. The U.P. Government has placed Rs. 1,200,000 at the disposal of the Registrar of Co-operative Societies for grant of interest-free loans.

Results Obtained.- In two recent months, the value of orders for non-textile items reached about Rs. 60 millions and textile orders about Rs. 30 millions. Not the least encouraging feature of this development has been the skill and adaptability displayed by the worker. A small workshop in the Punjab has supplied a number of sewing machines to a local garrison and all these machines were made under the supervision of a man who cannot follow even a drawing. He saw a sample and had the skill to undertake the job and execute it to the satisfaction of the local purchasing organisation. Millions of yards of camouflage nets are being made by villagers in various parts of India. In 1941-42 these nets were worth Rs. 18.2 millions to them. They will be worth Rs. 50 millions this year. Inadequately equipped as these small workshops are, they display an amazing versatility of skill and craftsmanship and their usefulness in wartime is judged not only by the variety and size of production but also by the relief that they give to the large industries by taking over the manufacture of the more simple and less complex items of war stores.

Government Action.- The Government of India in March 1942 convened a conference of representatives of provincial and State Governments (vide page 46 of our March 1942 report) to consider what part small industries can and should play in the procurement of war supplies. A list of articles suitable for procurement through small industries was drawn up and a definite quota - about 25 per cent. of the total requirements - was allotted to such supplies. Official agencies were set up in the provinces and states, whose duty it is to organize small industries within their areas, secure contracts for articles which can be supplied by them and afford assistance in the matter of raw materials, finance, inspection and relations with the Supply Department and generally to promote the working of the whole scheme.

(The Statesman, 27-10-1942.)

Control Measures

Steel Re-Rolling Mills to form into an Organisation to facilitate Control of Scrap: Government Decision.

According to a communiqué issued by the Government of India in the third week of October, 1942, the Government recently decided to invite all steel re-rolling mills in the country started before 1-9-1941 to enrol themselves as members of the Steel Re-Rolling Mills Association on or before 15-11-1942. This decision has been reached in order to provide equality of opportunity to mills started before 1-9-1941, to secure efficient conversion of steel, to safeguard established mills, as far as possible, against failure in the supply of scrap and to avert profitless competition. In a communiqué issued on 6-9-1941, the Government of India expressed the view that the available scrap was ~~scarcely~~ scarcely enough to enable existing mills to carry on their normal business and warned all concerned that in the event of the Government of India having to take special measures to regulate the supply of scrap to re-rolling mills and other users, they would not include any re-rolling mills started on or after 1-9-1941.

The Government of India has found it convenient to work through a single Trade Association. A Committee for the classification of all mills (old as well as new) which are or may become members of the Steel Re-Rolling Mills Association on or before 15-11-1942, will be appointed as soon, after that date, as possible. This Committee will consist of two representatives of Government and a representative elected by all the member-firms of the Association and will determine the classification of the mills according to their efficiency, convenience of location and transportation facilities, into categories A, B and C. An endeavour will be made to supply scrap to mills in category A for two shift working and to category B for one shift working. Mills placed in category C will receive whatever is left after the requirements of mills in categories A and B have been supplied.

The rate of charge for conversion from scrap to steel will be fixed by agreement between the Government and the Association from time to time on a sliding scale, mills in category C getting the highest rate for conversion. The rates at which steel will be supplied to Government or sold and the other conditions will also be determined by agreement. All re-rolling mills will be obliged to dispose of the whole of their products in accordance with the instructions of the Iron and Steel Controller, Government also intends in the near future to control iron and steel scrap by statutory order and to fix maximum prices for all categories of scrap.

(The Indian Spectator, New Delhi, 19-10-1942).

Standard Cloth for the Poor:
Modifications in the Original Scheme.

The sharp rise in the price of cloth and yarn has been receiving, for some time past, the attention of the Central Government. Certain provincial Governments have urged control over yarn and have stated that there is an urgent need for cheap cloth for the poorer classes. It is understood that the original scheme of standard cloth (vide pages 47 to 48 of our January 1942 report) is likely to be modified as it has not made an appeal to provincial Governments which feel unable to assume financial responsibility for ordering such cloth and for organizing its distribution. Certain provincial authorities have, however, offered to recommend dealers who will buy standard cloth and distribute it through normal trade channels.

Fresh Proposals.- Now that the original scheme is not making headway, it is thought that the most effective method of handling the problem is to invite textile interests to produce standard cloth representing a small proportion of their total production and to call upon mills to distribute it through their regular dealers. The Government can help such an organisation by statutory orders to ensure that all mills play their part in the scheme and that cheap cloth is made available only to classes for whom it is primarily intended. It is likely that the Commerce Member, Mr. N.R. Sarker, will shortly call leaders of the textile industry for consultation on the point.

Yarn Production.- The problem of yarn is also likely to be dealt with in the first instance by seeking the help of trade interests. The original plan of the Central Government was to introduce yarn control in three stages. To begin with, the dealers were to be licensed. If this step did not produce the necessary remedy the distribution of yarn was to be controlled and, finally, the price of yarn was to be fixed. Provincial Governments have, in most cases, taken the first step and have furnished the Central Government with a list of wholesale dealers

licensed by them, but they have not so far indicated the quantity of yarn required in their respective areas. The complicated nature of the problem of distribution of yarn is recognised more especially as it has ramifications in villages, and the standard of yarn used in handloom varies greatly. It is also clear that ~~speculation~~ speculation is playing an important part in causing yarn prices to rise. It is felt, however, that a scheme of control would require much greater co-operation and co-ordination between the Central and Provincial Governments and with the trade concerned than what appears to be forthcoming. It is understood that the Government of India is working out a scheme which will overcome these difficulties.

(The Statesman, 16-10-1942.)

Industrial Disputes

The Hyderabad Trade Disputes Order, 1942

The Government of Hyderabad State has brought into force in the State a Trade Disputes Order, which is designed to prevent the declaration of strikes and lock-outs without due notice. The Order provides for the establishment of conciliation boards and industrial courts for the arbitration and settlement of trade disputes. The declaration of strikes by workers, and of lock-outs by employers, without either party giving 21 days' notice, or before the completion of conciliation proceedings, or proceedings instituted in an industrial court, has been prohibited under the terms of the Order. A strike or lock-out will also be deemed unlawful if declared before the expiry of two months after the original dispute has been settled. The President of the Nizam's Executive Council has been empowered to refer any trade dispute to a conciliation board, on a written request from an employer, or from five per cent. of the workers, and to an industrial court for settlement, either at his own discretion or on the recommendation of the conciliation board.

(The Industrial Bulletin dated 26-10-1942 issued by the Employers' Federation of India, Bombay.)

Food Policy

Preliminary Meeting of Bombay Food Advisory Council.

The preliminary meeting of the Food Advisory Council recently set up by the Government of Bombay was held on 31-10-1942; Mr. H.F. Knight, Adviser (Finance) to the Governor of Bombay, presided. Mr. Knight observed that the meeting had been called in order to explain the functions of the Council and settle its procedure. He emphasised that the functions of the Council would be advisory, but assured the Council that its advice would always be considered. He suggested the advisability of the Council disposing of work by means of informal discussion rather than by passing formal resolutions. The best course appeared to be for him to summarise at the end of the discussion what the general opinion of the Council as to the advice to be given to the Government was, and to take a note of important dissension.

Panels for Various Trades. - Referring to the Government's proposal to constitute panels for the various trades, Mr. Knight explained that in food supply matters the Government urgently needed the co-operation and advice of trade accustomed to deal with essential commodities. Experience in the past, had, however, indicated the futility of discussing expert matters in a general committee. It was, therefore,

proposed that expert knowledge of the trades concerned should be made available to the Council and the Standing Committee through representative panels of the trades concerned. He suggested that panels may be constituted almost immediately for wheat and wheat products, rice - imported and country, other foodgrains, sugar, ground-rut and cotton seeds, retail grocery trade, and that the constitution of panels for other commodities or questions should be deferred until the necessity for it was evident.

problems of Supply. - Mr. Knight also referred to the desirability of constituting a Standing Committee of the Council to advise the Supply Commissioner on the more important problems of supply which arose from day to day and stated that it was not intended that ~~the~~ representatives of specialised food trades should be appointed on the Standing Committee, their advice being obtained through the appropriate panels. The Standing Committee should represent the administration, general trade and business, and the consumer.

Food Problems of Bombay. - Mr. Knight then turned to the problems facing the Provincial Government, the chief one, of course, being that Bombay has to be fed by imports. He briefly indicated some of the consequential difficulties such as shortage of transport, bans imposed by Provincial Governments on the export of foodgrains, etc., the increase in prices and profiteering, the shortage of stocks with trades, the closure of markets, the tendency to hoard foodgrains and the difficulty of retail distribution. He indicated briefly the present position of supplies of the main food necessities of life in Bombay and the prospects of replenishing ~~the existing stocks by drawing~~ on the more important Districts in the Province. He expressed the hope, however, that with the co-operation of the Central Government, the producing Provinces and the States, replenishment out of the new crops coming on the market would be possible. In conclusion, he emphasised the need for taking the long view, and observed that under the stress of war it was not possible to predicate that private enterprise alone could or should feed the City, and that the State, therefore, might have to assume - as in other countries, - a large share of work of supply and distribution.

Action so far taken. - Mr. A.D. Gorwala, the Supply Commissioner who followed Mr. Knight, explained in greater detail the measures taken by the Central and Provincial Governments in the matter of controlling movements and prices of essential commodities, the organisation of the Provincial Department of Supply and the establishment of Government fair price grain shops and depots.

(Press Note dated 31-10-1942 issued by the Director of Information, Bombay)

Proposal to establish a New Department of Food.

According to the Delhi Correspondent of the Hindu, Madras, the Government of India is considering the desirability of setting up a new Department of Food to meet the criticisms that problems relating to food take far too long to decide and prompt decisions become necessary in times of crisis. At present, three Departments are directly concerned, namely, those of Commerce, Education and Supply, the last-named having a rapidly growing foodstuffs section. During the last session of the Central Legislation, there were several demands for the establishment of a machinery to deal promptly with problems of food.

The Commerce Department grew into an enormous Secretariat under Sir A. Ramaswami Mudaliar with 34 sections inside it. Somehow, the problem of reshuffling portfolios was not taken up when the Council was expanded,

and in consequence, there is absence of method in the business of distribution. There are, so far as food is concerned, a number of Food Controllers. A strong opinion is current in favour of the creation of a new Department of Food with a separate establishment, which would have under its direct supervision sections now dealing with the various aspects of the food problem, whether consumption, distribution or increased production.

(The Hindu, 23-10-1942.)

The Department of Food in the Government of India was set up in November 1942; Mr. N.R. Sarker, Member for Commerce, will be the Member in charge of the new Department also.

Index

missing

C6/2/37

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Important Parts of Report for November, 1942

NATIONAL LABOUR LEGISLATION

Bengal

The Workmen's Compensation (Bengal Amendment) Act, 1942

Reference was made at page 2 of our August 1941 report to the adoption by the Bengal Legislative Council of the Workmen's Compensation (Bengal Amendment) Bill, 1941, which provides for the appointment of medical referees. The Bill, as finally adopted by the Legislature, received recently the assent of the Governor-General; the text of the Act is published at pages 26 to 27 of Part III of the Calcutta Gazette dated 19-11-1942.

Delhi

The Draft Delhi Trade Employees Rules, 1942

The Chief Commissioner, Delhi, has gazetted the draft of the Delhi Trade Employees Rules, 1942, to regulate the administration of the Punjab Trade Employees Act, 1940, which is to be extended to Delhi in the near future. The draft is to be taken into consideration by 20-11-1942.

(The Gazette of India, Part II-A, dated
7-11-1942, pages 602 to 605).

Madras

The Madras Industrial Disputes Bill, 1942

Reference was made at pages 6 to 7 of our February 1942 report to the Draft Madras Industrial Disputes Bill, 1942. The Bill has now been amended in the light of the objects and suggestions received. The Bill as amended together with the Statement of Objects and Reasons, is republished in the Gazette at pages 109 to 126 of Part IV-A of the Fort St. George Gazette dated 24-11-1942. The amended Bill is to be taken into consideration by 20-11-1942. The amendments which have been made are in points of detail and not in respect of principles.

Orissa

Extension of the Payment of Wages Act to "Declared" Factories

The Government of Orissa has gazetted a draft Notification proposing to extend the Payment of Wages Act to the payment of wages to all classes of persons employed in industrial establishments within the meaning of sub-clause (f) of clause (ii) of section 2 of the said Act, which have been or may be declared to be factories under section 5 of the Factories Act, 1934 (XXV of 1934).

(The Orissa Gazette, Part III, dated
27-11-1942, pages 528 to 529).

Sind

Extension of the Payment of Wages Act to "Declared" Factories

The Sind Government has gazetted a Draft Notification (No. 617/47-M/42 dated 21-11-1942) proposing to extend the provisions of the Payment of Wages Act to the payment of wages to all classes of persons employed in

NOTE:

p. of contents and pp. 1+2 of full report are missing.
Therefore, pp. 1+2 have been xeroxed instead. From p. 3
Copies are from full report.

industrial establishments within the meaning of sub-clause (F) of clause (ii) of section 2 of the said Act, which have been or may be declared to be factories under section 5 of the Factories Act, 1934. The draft is to be taken into consideration by the third week of February 1943.

(The Sind Government Gazette, Part I, dated 26-11-1942, page 2497).

SOCIAL POLICY

1st Session of the Standing Labour Committee, New Delhi, 30th November and 1st December, 1942.

The first session of the Standing Labour Committee (set up by the Tripartite Labour Conference convened at New Delhi on 7 and 8-8-1942: vide pages 1 to 5 of our August 1942 report) was held on the 30th November and 1st December, 1942, under the presidency of Dr. B.R. Ambedkar, Labour Member, Government of India. At the opening session, a message from Mr. E.J. Phelan, Acting Director of the I.L.O., to the meeting was read. The items on the agenda of the meeting were: (1) Review of wartime labour legislation determining conditions of work in regulated employment; (2) Production problems; (3) Earnings of labour; (4) Labour welfare, and (5) Industrial statistics. Brief notes on the items on the agenda and the Questions which arose for discussion on each, are given below.

I. Labour Legislation.- The more important of the legislative measures adopted during war time, which affect conditions of work in regulated employment are: (1) Essential Services (Maintenance) Ordinance, 1941 (vide page 45 of our December 1941 report), (2) Defence of India Rule 81A and Orders thereunder (issued on 21-1-1942) (vide pages 14-16 of our January 1942 report), and (3) National Service (Technical Personnel Ordinance, 1940 (vide pages 33-34 of our June 1940 report). Power complementary to the restrictive provisions has been taken by Government to determine the terms and conditions of service, in particular (a) Section 6 of the Essential Services (Maintenance) Ordinance, (b) Sub-clause (b) of clause 1 of Defence of India Rule 81A, and (c) Sections 4(2) (111), 7(2), 8 and 10 of the National Service (Technical Personnel) Ordinance.

The Provincial Governments have made general rules under section 6 of the Essential Services (Maintenance) Ordinance. It has not so far been necessary, as far as information at hand goes, for any Government to make an order under Defence of India rule 81A (1) (b) in practice (this refers to adjudication awards which are enforced by Governments). Orders under the National Service (Technical Personnel) Ordinance have been used both by Tribunals and the Central Government in a number of cases.

The points for discussion before the meeting were: (1) a general review of the measures and (2) the question whether it is necessary or desirable that Government powers, particularly under section 6 of the E.S. (M) Ordinance should be exercised more regularly.

II. Production.- Some of the labour problems which arose in connection with production were: (1) review of the present machinery for prevention of industrial disputes, with a view to further improvement; (2) labour mobilisation including that of technical labour; (3) incidence of absenteeism and ways of reducing it; (4) problems arising from transfer of labour from one occupation to another; and (5) hours of work and incidence of industrial fatigue: the need for the establishment of an Industrial Health Research Board.

SOCIAL POLICY

1st Session of the Standing Labour Committee, New Delhi, 30th
November and 1st December, 1942. ✓

The first session of the Standing Labour Committee (set up by the Tripartite Labour Conference convened at New Delhi on 7 and 8-8-1942; vide pages 1 to 5 of our August 1942 report) was held on the 30th November and 1st December, 1942, under the presidentship of Dr. B.R. Ambedkar, Labour Member, Government of India. At the opening session, a message from Mr. E.J. Phelan, Acting Director of the I.L.O., to the meeting was read. The items on the agenda of the meeting were: (1) Review of wartime labour legislation determining conditions of work in regulated employment; (2) Production problems; (3) Earnings of labour; (4) Labour welfare, and (5) Industrial statistics. Brief notes on the items on the agenda and the questions which arose for discussion on each, are given below:

I. Labour Legislation.- The more important of the legislative measures adopted during war time, which affect conditions of work in regulated employment, are: (1) Essential Services (Maintenance) Ordinance, 1941 (vide page 45 of our December 1941 report), (2) Defence of India Rule 81A and Orders thereunder (issued on 21-1-1942) (vide pages 14-16 of our January 1942 report), and (3) National Service (Technical Personnel) Ordinance, 1940 (vide pages 33-34 of our June 1940 report). Power complementary to the restrictive provisions has been taken by Government to determine the terms and conditions of service, in particular (a) Section 6 of the Essential Services (Maintenance) Ordinance, (b) sub-clause (b) of clause 1 of the Defence of India Rule 81A, and (c) Sections 4(2) (iii), & 7(2), 8 and 10 of the National Service (Technical Personnel) Ordinance.

Some Provincial Governments have made general rules under section 6 of the Essential Services (Maintenance) Ordinance. It has not so far been necessary, as far as information at hand goes, for any Government to pass an order under Defence of India rule 81A (1) (b) in practice (this does not refer to adjudication awards which are enforced by Governments). The powers under the National Service (Technical Personnel) Ordinance have been used both by Tribunals and the Central Government in a number of cases.

The points for discussion before the ^{meeting} ~~conference~~ were: (1) a general review of the measures and (2) the question whether it is necessary or desirable that Government powers, particularly under section 6 of the E.S. (M) Ordinance should be exercised more regularly.

II. Production.- Some of the labour problems which arose in connection with production were: (1) review of the present machinery for prevention of industrial disputes, with a view to further improvement; (2) labour mobilisation, including that of technical labour; (3) incidence of absenteeism and ways of reducing it; (4) problems arising from transfer of labour from one occupation to another; (5) hours of work and incidence of industrial fatigue; the need for the establishment of an Industrial Health Research Board.

(1) **Industrial Disputes.**- The machinery at present available for the settlement of disputes is (a) under the Trade Disputes Act, and (b) under Defence of India Rule 81A and Orders made thereunder. Sudden stoppages of work were already dealt with under the Trade Disputes Act, in respect of public utility services. The provision

24

of 14 days' notice has now been extended to all industrial employment by under the Order under Defence of India Rule 81A. Originally there was no power to enforce the awards of adjudicators. ~~The~~ power has now been taken under para. (d) of para. (1) of Defence of India Rule 81A. The Committee was invited to review these measures and to suggest improvements, if necessary, in the present machinery.

(2) Mobilisation.- This has largely been effected by (1) National Service (Technical Personnel) Ordinance, (2) Technical Training Scheme, and (3) Upgrading in factories. The National Service (Technical Personnel) Ordinance is administered through organisations known as National Service Labour Tribunals, one of which has been constituted in each of the Governor's provinces, except Orissa and N.W.F.P. which are included in the jurisdiction of Bihar and Punjab Provinces and one in the Chief Commissioner Province of Delhi. By a recent amendment to the Ordinance, Tribunals may require undertakings to train men for employment in civil industry under such terms and conditions as may be prescribed. The Technical Training Scheme utilises various educational institutions, industrial undertakings, as well as special centres for training up the candidates. The two All-India associations of Employers have already been addressed on the subject of upgrading in factories. The Bevin Training Scheme also seeks to increase technical skill of persons trained and to give them an insight into British working conditions. 304 trainees in six batches have been sent to United Kingdom. Three batches have returned and a large majority of them have been already posted so far. As regards the mobilisation of unskilled labour, it is felt that the existing supply is adequate, but that difficulties arise in ensuring availability of such labour at the right place at the right time. The point for discussion by the Committee was: Can any other effective steps be taken so that the country's labour resources are put to the best available use for war production?

(3) Absenteeism.- In England a problem of absenteeism and persistent lateness has to some extent arisen. The question was: Does the problem need any consideration in India? The Committee was invited to discuss whether absenteeism or lateness existed to any marked extent in the country, whether difficulties of transport, accommodation, etc., contributed to such absenteeism or lateness and what remedial measures are to be adopted.

(4) Labour Transfer.- During wartime transfers of labour have taken place from one occupation to another on a fairly extensive scale. The question for discussion was whether such transfers created any specific labour problems?

(5) Hours of Work and Industrial Fatigue.- In order to obtain maximum production it has become necessary to relax to a certain extent the existing provisions regarding hours of work, rest intervals, weekly holidays, etc., under the Factories Act. Exemptions have been granted in suitable cases under sections 8, 43 and 44 of the Factories Act. The question of industrial fatigue was discussed in a general way at the Third Conference of Labour Ministers, but the Conference did not consider any definite action necessary. Conditions vary in different countries. But investigations have not led to any conclusive results on the question of the 'optimum' hours of work. The Government of India addressed Provincial Governments, outlining certain broad directions which may be followed when granting exemptions. The instructions cover the following items:

(1) Section 34 - Weekly Hours.- Ordinarily factories may be allowed,

5

to work 60 hours a week. Where circumstances make it necessary, extension may be allowed up to 65, 66 or 70 hours a week, but any hours beyond this limit should not be permitted except for temporary emergencies.

- (ii) Section 35 - Weekly (Sunday) holiday.
Section 36 - Daily hours.

Exemptions under one or other of the sections would be necessary only where more than 60 hours a week are allowed. In such cases generally a weekly holiday or at least one holiday for every two weeks should be observed and the daily hours should not extend beyond 11.

(iii) Section 37 - Intervals for rest.- No exemption should ordinarily be necessary. Experience has shown that intervals are essential for better production over an extended period.

(iv) Section 38 - Spread-over.- Generally no exemption should be necessary. But where relaxation is necessary to suit special local circumstances, spread-over should not exceed 14 hours.

(v) Section 45 - Restrictions on employment of women.- There appear to be no adequate grounds for relaxation.

(vi) Section 47 - Extra pay for overtime.- Exemption should not be allowed in the case of civilian personnel.

(vii) Period of exemption.- In general exemptions should be for the duration of the war.

There has been some indication recently that long hours in the engineering industry are leading to industrial fatigue.

In the United Kingdom the problems were examined first by the Industrial Health Research Board, and the Select Committee on National Defence Expenditure has also gone into the question. In India there is no organisation which has gone into this problem. The questions for discussion under this head are: (1) Is it possible to lay down any optimum hours for various industries under Indian conditions? (2) If detailed investigation is necessary how and where should it be undertaken? (3) Is it advisable to establish a Board on the lines of the Industrial Health Research Board in the U.K., both as a wartime measure and also to serve peacetime conditions?

III. Earnings of Labour.- The problems which have arisen under this head are: (a) Dearness allowance; profit bonuses; (b) is real increase in wages possible? and (c) question of savings out of increased money incomes; propaganda or compulsion?

(a) Dearness Allowance and Bonus.- The Government of India has no detailed information as regards the earnings of labour in various industries and variations which have occurred therein during the war. It has no detailed information of wage levels. Certain information, which is now mostly out of date, was compiled in the memorandum for the Third Conference of Labour Ministers regarding dearness allowances.

(b) Savings.- The basic question is whether the supply of consumption goods can increase pari passu with increase in money incomes or whether an increase in money incomes must result in an inflation spiral unless a proportion is saved by the workers, as also by other sections of the community. In India savings have not been on a satisfactory scale and the proportion of small savings is not .

considerable. There is at present no evidence to show that labour is making any attempt by saving to postpone the benefits of increased earnings till the post-war period. The problem before the Government is whether it is feasible to introduce methods of saving, for instance, contributory provident fund, deferred bonuses, etc.

The questions for discussion by the Committee were: (1) Is any uniformity in the subject as a whole or in respect of dearness allowance in particular practicable? (2) Would it be desirable to grant wage increases or bonuses, (as distinct from allowances to meet increase in cost of living), in some form of deferred savings? (3) Can (or should) propaganda be used to encourage saving among workers? If so what form of propaganda would be useful?

IV. Labour Welfare.- The aspects of labour welfare before the Committee were: (a) problem of food supplies and cost price grain shops, (b) A.R.P. in factories; establishment of joint committees for A.R.P. and welfare; and (c) war injuries scheme; question of raising relief or supplementing it by employers for factory labour - voluntary or compulsory.

(a) Food.- The question was generally discussed at the Fourth Labour Conference (vide page 5 of our August 1942 report). The general subject of price control and food supplies is dealt with by the Commerce Department. It has already been decided that preference should be given in supplies of food commodities, to the requirements of fair price grain shops. It is known that some employers have such shops working and the Central Government considers that fair price shops should be opened in as large a number as possible. The point for discussion was: What special steps, if any, would be desirable and practicable to meet the problem of supplies of essential commodities to labour in particular?

(b) A.R.P.- The Labour Department is entrusted with the work of A.R.P. in factories and a considerable amount of work has already been done. The co-operation of factory labour is essential if factory A.R.P. organisations are to be effective, as their proper functioning depends on (1) sufficient flow of volunteers for A.R.P. services, (2) keen and regular training, and (3) confidence, discipline and morale. The Government desires to know whether a joint consultative committee representing both the management and the workers would be an asset in each factory for the following purposes:- (1) to explain to the workers the purpose of all A.R.P. measures and the necessity for training and discipline and to procure equipment for A.R.P. services, (2) to dispel groundless or malicious rumours and to issue counter propaganda when needed, (3) to enable any real or imaginary hardships or grievances to be ventilated, (4) to explain to the men the implications of, for instance, pensions, disability schemes, (5) generally to foster a feeling of confidence between the employers and the employed in the face of an enemy.

(c) War Injuries Compensation.- The War Injuries Scheme, which was adopted on 1-1-1942, is purely a relief measure and has in it no element of compensation. The Government's scheme has necessarily to be uniform for all classes of the population and the scheme provides a minimum level of subsistence; it is also related to the allowances and pensions available to the lowest combatant rank in the Army as is the case with the War Injuries Scheme in other countries. Government invited the views of employers' organisations on a draft scheme for

7/

War Injuries Insurance under which the relief under the War Injuries scheme would be supplemented so as to bring it to the level of compensation under the Workmen's Compensation Act. Employers will pay the premia of an insurance fund calculated on actuarial basis. The question is: Is it desirable to supplement relief under the scheme by an insurance scheme designed to increase benefits up to the level of Workmen's Compensation Act?

V. Industrial Statistics.- At present labour statistics cover only a limited field and even within that particular field available statistics are not complete, as reliance has to be placed on purely voluntary methods. The Industrial Statistics Act (Act No. XIX of 1942) was passed early in 1942. The Labour Department of the Government of India will administer the labour part of the Act. Labour intelligence in India is extremely backward as compared to other countries, and reliable intelligence is necessary to serve as a guide for legislative or administrative action. Labour statistics cover a wide field but it is felt that it would probably be advisable to proceed on a few well defined subjects on which statistics are badly needed and let the machinery expand as circumstances require and permit. The following subjects were tentatively proposed as these on which statistics might be collected under the Act: Wages and earnings of labour and hours of work. The Central Government has to make rules under the Act and can also give directions to the Provinces. It has been suggested that draft rules and draft forms should be framed and a sub-committee of the Standing Labour Committee should examine these drafts so that introduction of final rules and forms can be expedited. The Committee was invited to consider the questions: (1) What should be the method of giving effect to the Industrial Statistics Act? (2) What subjects may be taken up first and what should be the machinery to deal effectively with problems that may arise?

(Summarised from the Memoranda prepared by the Department of Labour, a copy of which was received in this Office.)

The results of the discussions on the items on the agenda have not been published, but it is understood that no formal resolutions were adopted. The Committee is reported to have generally agreed on the necessity for a measure of uniformity in dearness allowance, the importance of ensuring supplies to cost-price grain shops for workers and the desirability of making standard cloth generally available to the working classes.

(The Statesman, 3-12-1942.).

18

CONDITIONS OF WORK

Hours of Work

The Working of the Punjab Trade Employees Act in 1941.*

During the year 1941 the administration of the Punjab Trade Employees Act, 1940, was entrusted to the Industries Department, Punjab. The Act came into force with effect from the 1st March, 1941, and was applied in the first instance to the municipal and cantonment limits of Lahore, Amritsar, Sialkot, Ferozepore, Rawalpindi and Multan and to the municipal limits of Ludhiana, Lyallpur, Jaranwala, Gejra, Simla and Okara. Fifteen Inspectors were appointed at these places, while the charge of the Chief Inspector of Shops and Commercial Establishments was held by the Director of Industries, Punjab, pending the appointment of a permanent incumbent. The rules under the Act were framed and all preliminary details concerning the duties of the Inspectors and kindred matters had been settled before the year closed. Quite a large number of enquiries were received from the public about the application of the Act to various types of shops and commercial establishments which were attended to promptly.

* Report on the working of the Department of Industries, Punjab, for the year ending 31st March, 1941. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1942. Price Re. 0-4-0..

9

General

Factory Administration in Madras, 1941.*

Statistics of Factories.- According to the annual report on the working of the Factories Act in Madras Province during 1941, the year commenced with 1,977 factories on the registers as against 1,916 factories in 1940. During the year 131 factories were brought on the registers and 75 were removed. The number of factories on the registers at the end of the year was 2,033 of which 1,955 (518 seasonal and 1,437 non-seasonal) were in commission.

Number of Workers.- The average number of workers employed daily in the 1,858 factories which submitted returns in time for the year was 234,072 as against 211,194 in the previous year; 9,380 of them were employed in the Government and Local Fund factories. The increase of 22,878 workers is due largely to the increase in the number of factories during the year and also due to the increase in the employment of a large number of workers in the textile mills and in the Government Cordite Factory at Aruvankadu. Of the 234,072 workers, 31,070 were in seasonal factories and 203,002 in perennial factories.

Of the 234,072 workers, 161,145 were adult males, 59,795 adult females, 9,069 adolescents (7,109 males and 1,960 females) and 4,063 children (2,608 males and 1,455 females).

The number of medical certificates issued during the year was 11,941 as against 9,127 in 1940. The increase is due to the number of adult workers who are required to be verified under the Hazardous Occupation Rules. The average number of adolescents and children employed daily was 13,123 as against 13,373 in the previous year. There is no appreciable variation.

Inspection.- Of the 1,955 factories in commission, 486 were inspected once, 796 twice, 491 thrice and 139 more than three times. The total number of inspections made was 4,116 as against 3,909 in 1940. 2,752 inspections were made by the full-time factory inspectors and 1,364 by the additional inspectors. 43 factories were not inspected. 225 visits were made to unregistered factories with a view to keep a check on the number of factories which might be avoiding registration and, as a result of these, 13 factories were brought on the registers. The total number of visits and inspections made by the full-time inspectors was 3,460 as against 3,556 in 1940.

Rest Intervals.- The rest interval as required by section 37 of the Act was observed in all the factories, except in 121 factories which had been exempted from the said provision. Even the exempted factories had granted sufficient time for meals, though not a fixed period. Sundays or substituted holidays were observed in all cases except the 122 factories exempted from the provisions of section 35. A holiday, at least, once in 14 days was given as required by the conditions attached to the exemption.

Hours of Work.- The number of non-seasonal factories in which the normal weekly hours were not above 42 was 58 for men and 118 for women;

* Report on the working of the Factories Act in the Province of Madras for the year 1941. Printed by the Superintendent, Government Press, Madras. 1942. Price Re. 1/-. pp.58.

above 42 and not above 48 was 174 for men and 55 for women; and above 48 was 1,128 for men and 851 for women. 194 factories employed children as against 247 in 1940. The weekly hours for children did not exceed 30. sixteen factories were exempted from the weekly limit of 54 hours and 10 factories from the daily limit of 10 hours. The number of seasonal factories in which the normal weekly hours were not above 48 was 20 for men and 37 for women; above 48 and not above 54 was 74 for men and 72 for women; and above 54 was 381 for men and 362 for women. Only in 3 factories children were found employed. The weekly hours for them did not exceed 30. No seasonal factory was exempted from the provisions of weekly and daily limits of hours of work.

The general exemption from the provisions relating to hours of ~~employment~~ employment due to war emergency was granted under section 8 of the Act to 25 factories. They were engaged on work of national importance. The permissible hours per week for persons employed in the textile factories have been raised to 60 for a period of six months with effect from 3rd November 1941 for the purpose of controlling the price of yarn by increased production.

Shifts.- In 364 factories, chiefly in the textile and rice milling industries, work is carried on by a system of multiple and overlapping shifts.

Prosecutions.- The occupiers and managers of 70 factories involving 109 persons were prosecuted during the year. Convictions were obtained on 257 counts against 66 factories involving 99 persons. A sum of Rs. 3,805-8-0 was imposed in fines ranging from Rs. 2 to Rs. 150 and giving an average of Rs. 14-15-1 per count. In two cases, the accused were found not guilty; one case was withdrawn; in one case, the occupier was convicted and the manager was acquitted, and in another case the manager was fined and the four occupiers were acquitted. An appeal was preferred in the High Court and all the four occupiers were also convicted. In another case, an appeal was preferred in the High Court against inadequate fine for the second offence under section 61 of the Act. The appeal was upheld and the fine amount was enhanced to Rs. 100. Prosecutions against two factories were pending disposal at the end of the year. The cases that were pending at the end of the previous year were disposed of and convictions obtained in all of them.

Complaints.- 116 complaints were received (as against 64 in 1940) of which six were anonymous and 27 pseudonymous. The largest number of complaints received were in respect of non-payment of wages, arrears of wages, deduction from wages, delay in payment of wages and removal from service. Enquiries were made and action taken wherever necessary.

Sickness statistics.- 736,354 man-days were lost due to sickness as against 659,883 in 1940. The increase may be attributed to the increase in the number of persons employed during the year as no epidemic was reported from any of the factories.

Working of the Employment of Children Act.- Only a few inspections were ~~made~~ under this Act during the year. It was suggested to Government in the year 1940 that the administration of this Act might be entrusted to the municipal health officers, tahsildars and deputy tahsildars, as the volume of work involved would be large as there were more than 2,000 establishments in the municipalities alone, which would come within the purview of the Act. The Government did not approve of this suggestion but distributed the work between the ~~Labour~~ ^{Labour}.

Department and the municipal health officers. As this order was received late in the year and also for want of time, inspections could not be made. It is hoped that with the additional staff that has been sanctioned, a large number of establishments will be visited by the Inspectors during 1942.

Working of Factories (Amendment) Act, 1940.- Seventeen factories were ~~being~~ brought on the registers under this Act during the year..

Government of India's Labour Policy:
Mr. N.M. Joshi's Criticisms.

Mr. N.M. Joshi, General Secretary, A.I.T.U.C., in an article under the caption "The Government of India and Indian Labour" contributed to the Bombay Chronicle (issue dated 13-11-1942) makes certain criticisms of the labour policy of the Government of India (The article is by way of answer to a recent statement made by Dr. Ambedkar, Labour Member, Government of India, about the Government's labour policy - vide pages 25-28 of our October 1942 report.) The main criticisms of Mr. Joshi are ~~but~~ briefly noticed below:

Mr. Joshi's main contention is that the interests of several millions of workers working in organised and unorganised industries have been adversely affected by war conditions, especially by the ~~phenomenal rise in the cost of living and by the restrictive legis-~~lation of the Government of India. He maintains that the Labour Department has not provided either by legislation or by executive ~~action that the difficulties of workers due to the rise in the cost of living would be automatically removed by increase of wages or by an~~ adequate dearness allowance, and that only a section of workers, mostly working in big organised industries, has obtained some dearness allowance, which is not adequate. As against this, the workers in unorganised and small industries are suffering great hardships. In their case, if dearness allowance has been given, it has been obtained not automatically but either by workers resorting to strikes and by their taking the risk of some of them going to jail or at least by their giving threats of strikes. It is only in big industries like railways and great textile centres like Bombay that the Government have helped in securing some dearness allowance without strikes or threats of strikes. He urges the Labour Department of the Government of India immediately to secure full information and take steps to see that those workers who have not yet been compensated for the rise in the cost of living will be compensated fully either by an increase in wages or at least by a grant of adequate dearness allowance.

While conceding the necessity in a time of war for restricting in some measure workers' freedom of action, he maintains that some of the restrictions imposed by recent legislation are not fair. Thus, under the National Service Technical Personnel Ordinance, the workers' right to improve his prospects by leaving one job to take a more lucrative one is taken away without being compensated by being given better conditions than he was previously getting. He also points out that Dr. Ambedkar's statement that if labour wants to go on strike, and if it formulates definite grievances, Government is bound to refer the matter to arbitration is inaccurate. The law does not place upon Government ~~the~~ obligation, but only gives it discretion either to appoint an arbitrator or not, and to have the

grievances inquired into.

(Directing attention to Government's lack of initiative in labour matters, he says; "Government's policy of expecting illiterate and helpless labour to take the initiative makes their legislation ineffective. Government even delays action till the workers take the risk of either going on strike or at least threatening a strike. ~~In industries which are not declared 'essential'.~~ Even in industries which are declared essential, in which case the Government has taken power to regulate conditions on its own initiative, no steps had been taken to provide proper conditions unless the workers had gone on strikes or threatened strikes. Government should follow a positive constructive policy of providing on their own initiative proper conditions at least during the war."

(The Bombay Chronicle, 13-11-1942.)

Labour Welfare Centres in Bangalore:
Mysore Government sanctions Rs.8,200.

The development of welfare activities for the working classes had been under the consideration of the Government of Mysore for some time. In the recent session of the Representative Assembly, a representation was made in this behalf and Government gave an assurance that the question was engaging their attention. The Commissioner of Labour, who had been requested to go into the matter, reported that it is desirable to make a start at once with two recreation centres in Bangalore City, in areas in which there is a large concentration of working class people.

The centres will provide a wide range of amenities such as newspapers, periodicals and books in different vernaculars, such as chess, ping pong, finger billiards and dominoes, educational lectures, magic lantern slides and films and eventually wireless receiving sets. They will also be centres for bhajanas and amateur music parties, and provide a canteen where wholesale refreshments can be had at cheap rates. These centres are to be made available to the people belonging to the working classes, free of cost for the present and will work under the direction and control of the Commissioner of Labour.

The Commissioner estimated that the recurring and non-recurring expenditure for the two centres, during the current year, will be Rs. 3,200 and Rs. 5,000, respectively, i.e., Rs. 8,200 in all. Government have sanctioned the proposals of the Commissioner of Labour for one year in the first instance.

(The Mysore Information Bulletin,
October 1942.)

✓ 13

ECONOMIC CONDITIONS

Orissa State Aid to Industries Bill, 1942.

The Government of Orissa has published the Bihar and Orissa State Aid to Industries (Orissa Amendment) Bill, 1942, which it proposes introducing in the local Legislature at an early date. According to the statement of Objects and Reasons, appended to the Bill, experience has shown that applications for State aid reach the stage for consideration by the Board of Industries at different times and at long intervals on account of the elaborate procedure prescribed under the Bihar and Orissa State Aid to Industries Act, 1923, and the Rules framed thereunder in order to ensure the security of the loan to be advanced. It, therefore, becomes necessary to hold a meeting of the Board of Industries for advice when only one or two applications not exceeding Rs. 1,000 each mature. Small loans are sometimes required urgently by persons desirous of setting up small cottage industries. The present amendment ensures quick disposal of such applications so that it may be possible for the Director of Development to sanction small loans without reference to the meetings of the Board of Industries.

(The Orissa Gazette Extraordinary,
18-11-1942.)

Working Class Cost of Living Index Numbers for
Various Centres in India during June and July, 1942.

The index number of the cost of living for working classes in various centres of India registered the following changes during June and July, 1942, as compared with the preceding month:

<u>Name of Centre</u>	<u>Base = 100</u>	<u>May 1942</u>	<u>June 1942</u>	<u>July 1942</u>
Bombay	Year ending June 1934	142	182	188
Ahmedabad	Year ending July 1927	102	111	117
Shelapur	Year ending January, 1928	104	109	112
Nagpur	August 1939*	145	160	181
Ludhiana	1931-35	190	214	219
Cawnpore	August 1939	155	175	190
Patna	(Average cost of living for five years preceding 1914)	159	168	181
Jamshedpur	Ditto	165	192	202
Jharia	Ditto	171	188	206
Madras	Year ending June 1936	121	128	133
Madras	Ditto	117	127	139
Coimbatore	Ditto	122	140	140

* Owing to the change of base from January 1927 = 100, to August 1939 = 100, figures for the previous year have been deleted.

(Monthly Survey of Business Conditions
in India for July 1942.)

✓ 14

SOCIAL INSURANCE

Working of the Madras Maternity Benefit Act in 1941.*

The provisions of the Act are applicable to women employed in non-seasonal ~~factories~~ factories. Of the 1,437 non-seasonal factories in commission during the year, 1063 factories employed women as against 991 in 1940. Returns were not received from 44 factories. The average number of women employed daily was 43,773 as against 42,045 in 1940. 2,040 claims were made as against 2,260 in 1940 of which 1,687 claims, as against 1,669 in 1940, were paid to the women concerned or to their nominees. 4.66 per cent. of the total number of women employed claimed the benefits. 82.7 per cent. claims were paid and 17.3 per cent. claims were rejected due to deficiency in the qualifying service of 240 days of employment during the 12 months preceding the date of claim. The total amount of benefits paid was Rs. 41,031-10-6 as against Rs. 40,937-7-6 in 1940.

Inspections were made along with the inspections under the Factories Act and claims for benefit were checked by the Factory Inspectors. Four inspections were made by the Additional Inspectors. Prosecutions were instituted in three cases and convictions obtained in all of them. Complaints were made to the Factory Inspectors in 12 cases of non-payment of benefits. They were enquired into and necessary action was taken. An Assistant Inspectress of Factories with medical qualifications was appointed towards the end of the year for the administration of the Act and to look after the interests of the women and children employed in factories. She has endeavoured to make contacts with the women workers and has given them advice relating to maternity and other related matters..

* Report on the working of the Factories Act in the Province of Madras for the year 1941. Printed by the Superintendent, Government Press, Madras. 1942. Price Re.1/-.

Occupation Institute for Mysore:
State Government sanctions Scheme.

The Government of Mysore has sanctioned a scheme for establishment of an occupation institute in Mysore to provide the growing industries in the state with trained personnel, and has appointed a special officer for working out details of the scheme in consultation with a working committee which will consist of three Government officials and two non-official gentlemen. The main purpose of the institute is to find employment and career for the large and growing body of youths in the State, to improve working capacity of the people and through it their income and to increase the quality and ~~quantity~~ quantity of products grown and manufactured and the aggregate value of goods and service produced within the State.

It has been estimated that a sum of Rs. 500,000 will be required for the capital expenditure for buildings and equipment to make a start with 12 occupations, including mechanical and electrical engineering, metal trades, tailoring and clothes making, working in leather and manufacture of boots and shoes, radio mechanism, printing, house building, trade, mining, plumbing and installing sanitary fittings and automobile mechanics. Recurring expenditure will be Rs. 75,000 rising to Rs. 100,000. ~~towards the initial cost of the scheme.~~ The institute will begin giving instruction in a dozen occupations which may eventually be raised to 30. The scheme owes its origin to Sir M. Visvesvaraya.

(The Leader, 25-11-1942.)

Appointments and Information Board, Calcutta University:
Work during Quinquennium, 1937-1942.

According to the first quinquennial report issued by the Appointments and Information Board set up by the Calcutta University in 1937 for the solution of educated unemployment, the number of candidates registered during the quinquennial period was 2,987 comprising graduates in Arts, Science, Commerce, Engineering, Medicine and under-graduates. In 1939, the Board organised a series of lectures on the principal industries of the country, delivered by men connected with those industries. These lectures, popularly known as "Career Lectures" dealt with the qualities and aptitude necessary for various industrial careers and were the first of their kind in India and attracted considerable public attention both in and outside the province. The Board has now become a permanent department of the Calcutta University.

(The Hindu, 23-11-1942.)

16

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC
SERVANTS

The Assam Nurses', Midwives' and Health Visitors' Registration
Bill, 1942.

The Assam Government introduced in the local Legislative Assembly on 17-11-1942 the Assam Nurses', Midwives' and Health Visitors' Registration Bill, 1942. The objects of this Bill are: (i) to establish a Council to facilitate the registration of all Nurses, Midwives, and Health Visitors who have undergone a prescribed training and passed qualifying examinations; (ii) to empower the Council to inspect and approve institutions where such training can be given, and (iii) to raise the status of these professions and attract new entrants to nursing and health services. It may be pointed out that the Legislature is now considering a Maternity Benefit Bill whose efficient operation will need well qualified midwives. Without some such body as the proposed Council to approve institutions and arrange courses of training and examinations, neither employers nor employees will be able to take full advantage of this beneficent measure.

(The Assam Gazette, Part V, dated
25-11-1942, Pages 15-16.).

Rural Welfare Trust Fund set up in Hyderabad State

In his general survey of the economic and financial position of the State, Mr. Ghulam Mohammed, Finance Member to the Nizam's Government, referred to the provision made in the State Budget for the new financial year (October 1942-September 1943) for rural welfare and allied measures. One important proposal, he said, was for the establishment of a non-lapsing Rural Welfare Trust Fund for which a provision of Rs. 300,000 had been made. Contributions to the Fund, which will be managed by three trustees, viz., the Members of the Council in charge of Revenue, Education and Finance, will rise by additions of Rs. 150,000 every year to Rs. 900,000 in 1947, and expenditure from it will be incurred to supplement the activities of various Departments like Education, Agriculture, Co-operation, Veterinary and Medical and Public Health. It was further proposed that the Industrial Trust Fund and the Famine Relief Fund should make annual contributions of Rs. 100,000 each to the fund for expenditure on purposes directly connected with and in furtherance of the objects of these funds. The Finance Member observed in this connection that the Industrial Trust Fund had a responsibility for fostering cottage industries. After remarking that 90 per cent. of the population of the State lived in the villages, he added that apart from any programme of agricultural development, co-operative credit, improvement of live-stock and other measures for the benefit of the rural areas of Hyderabad, it was becoming increasingly necessary to devise a bold but practical scheme for dealing with the question of increasing the productive capacity of the villagers and as such a scheme of cottage industries based on raw materials locally available, aided by necessary scientific research and guided and controlled by proper commercial knowledge and organisation, was essential for a successful solution of this problem.

(The Hyderabad Information, November, 1942.) +

Nutrition

Food Situation in India:
Reviewed by Dr. Aykroyd.

Dr. W.R. Aykroyd has recently contributed an article on the food situation in India, which was published in the Hindustan Times Weekly dated 1-11-1942. The salient points brought out in the article are summarised below:-

Import Position.- In comparison with many countries, India is in a fortunate position as regards her food supplies. She has not been invaded and land under cultivation is producing its usual quota of crops. But India cannot hope to escape altogether the impact of the world war. Food imports and exports in normal times are small in relation to total indigenous food production; that is to say, India is largely a self-sufficient country as regards her food supply. Her self-sufficiency is, however, not absolute. Within recent years Burma rice, and to a lesser extent, rice from Indo-China and Thailand, has been imported to make good a shortage in home production. Rice imports in recent years have amounted to about 4.5 per cent. of the rice supplies of India as a whole; in the Madras Presidency the percentage of imports to total supplies was higher, probably from 10 to 15 per cent.

Export Position.- Food exports previous to the war were small; for example, exports of rice amounted to less than one per cent. of the total crop. It follows that loss of overseas markets does not have the effect of greatly increasing food supplies within the country. Actually the quantity of grain required for export has been increased as a result of the war. Wheat has been sent overseas to feed armies and civil populations. Ceylon, cut off like India from supplies of Burma rice, has to be provided with food. Previous to the war exports of rice from India to Ceylon amounted to some 88,000 tons, a very small fraction of the total production of about 29 million tons. The population of Ceylon (6 millions) is only 1.5 per cent. of the population of India and great efforts are being made in Ceylon to increase food production. Nevertheless, the requirements of Ceylon will add to rice shortage. The loss of markets for groundnuts and certain other cash crops allows land hitherto producing such crops to be turned over to food production.

Increased Requirements.- In India any increase in the "total national energy requirement" resulting from the war will be of a much smaller order than in Britain, but not altogether negligible. Some 500,000 refugees have entered the country from Burma and elsewhere. Armies have to be maintained and men in military service require and obtain more food than civilian, industrial and agricultural workers generally. Industry is booming and the number of industrial workers employed, particularly in heavy industries engaged in war production, has considerably increased. This inevitably means an increase in food requirements. If the price of food remained constant a general rise in wage levels, such as has taken place within the last two years, would mean increased consumption of food on the part of the wage-earners concerned. It has been repeatedly found in diet surveys that low paid industrial and urban workers have a calorie intake below normal requirements. Any increase in real income will increase their consumption. At the present time, however, the increase in wages (dearness allowance, etc.) must be largely offset by the increase in the cost of food and other necessities.

That India is largely self-sufficient in food supply, demands close scrutiny. Even in normal times the food supply of India plus imports does not cover requirements in the sense that the population is abundantly or satisfactorily fed. The diet of large sections is deficient in quality and quantity and below generally accepted standards of adequacy. Because of the existing bare minimum level of diet, there is little "margin of safety" to allow for further restriction. In 1937, Dr. Aykroyd attempted to calculate the total food production of the Madras Presidency and compared it with food requirements. While the investigation was difficult and on the whole unsatisfactory, owing to the absence of adequate statistical data, it provided an indication of the state of affairs. It was calculated that the total food available, including imports, was just sufficient to cover total calorie requirements, reckoned on the basis of 2,500 calories per consumption unit daily, provided it was evenly distributed. The conclusion was as follows: "It seems clear that there is no appreciable excess of supply over requirements and that the imports of rice and other foods are necessary to supplement internal production." The above conclusions as regards "lack of margin" can probably be applied to the whole of India. One way of meeting food shortage is to "tighten the belt", but in India there is no surplus girth to be reduced.

Transport Difficulties.- Transport difficulties are an important factor in the food situation. The railways are overburdened and owing to the great demand for rolling stock for carrying war materials there is shortage for other purposes. Petrol for lorries is in short supply. ~~But it is clear that the food supply of village communities which habitually grow, prepare and consume their own food will be relatively unaffected by dislocation in transport.~~ About 28 per cent. of total rice supplies in British India (excluding Burma rice) is machine-milled. The remainder, except for 2 per cent. handled by the professional dehussing class, is "dehusked into rice in the producer's homes by hand pounding". In the case of wheat it appears that about 11 per cent. of the ~~entire~~ crop is processed in roller mills. Of the remainder about half is ground by hand in the villages and the other half ground in power driven chakris in towns and cities. The millets, of great importance as a staple food crop in India, are in all probability directly consumed by those who grow them, to a greater extent than in the case of wheat and rice. In general, the consumption of cereals processed in power-driven mills will involve more use of transport than the consumption of cereals pounded or ground in the home, or within the village. Cities and industrial areas, areas producing cash crops, tea plantations, etc., are of course dependent on food supplies which may normally be obtained from food-producing areas a considerable distance away. India has moved far from simple and direct dependence on locally produced food. A complicated marketing system for staple food crops, based on modern transport facilities, has grown up. Clearly any move to uncomplicate the system - i.e., in the direction of greater dependence on crops produced in the neighbourhood of the consumer - will help to save transport and ease the food situation, and must be regarded as an essential part of a rationally planned war time food policy. Under stress of circumstances, there has been some change in this direction already.

Need for Increased Food Production.- At present it is difficult to estimate how serious the food shortage is, or is likely to be. There does not appear to be any real information about existing stocks - a point of essential importance. "Enough food" takes precedence over "the right kind of food"; calories over proteins and vitamin. When

When increase in the total supply of calories, ~~the solid-bulk-of-food~~ is the primary and most urgent consideration, attention must be given to any crop which gives a large and rapid return, irrespective of its nutritive value and the habitual preferences of the population. Among the crops which give a larger and more rapid return are tapioca, maize and the millets. If these can be produced in greater quantities, they can replace equivalent quantities of wheat and rice without disadvantage from the standpoint of nutrition.

Vegetables.- The possibility of increasing the production of vegetables in India by means employed in Great Britain during war time now is obviously much smaller, and but something could be done in this direction. Boarding schools and other institutions receiving government grants can be compelled to create vegetable gardens, or extend gardens already in existence. Institutions already producing vegetables for their own use, such as jails, can increase output by 100 per cent. Owners of suitable compounds can be encouraged or compelled to grow vegetables. There would be difficulties in supplying enough seed for a widespread and rapid extension of vegetable growing, and any increase in production immediately feasible would amount to only a tiny fraction of the additional food required. The acreage under potato ~~should~~ should be increased. Unfortunately the areas in which it can be cultivated in South India are limited and there are likely to be very serious difficulties about fertilizers. But the sweet-potato thrives in a tropical climate. This root is of considerable value as a supplement to ill-balanced rice diets and its cultivation could be extended with advantage. The production of yams could also be increased. The Food Production Conference, which met in Delhi in April, 1942, again recommended that "as an insurance against a shortage of staple foods and with a view to improving the nutrition of the people, all available lands adjoining homesteads should be used for the production of vegetables and quick-growing fruits, such as papayas, bananas and melons and green fodder crops for increased production of milk."

Increasing Food Value of Available Cereals.- In India the great bulk of the wheat crop is stone-ground in village homes and small mills and consumed whole or nearly so. The production of refined wheat flour (maida) in roller mills amounts to only 400,000 tons, or approximately 4.5 per cent. of the total wheat supply. Clearly, prohibiting the manufacture of white flour would have a negligible effect on the quantities of wheat products available for human consumption. About 27 per cent. of the total paddy crop is machine-milled, the remainder being prepared for consumption by hand-pounding. The total quantity of machine-milled rice produced amounts to about 7 million tons. Hand-pounding removes the germ and a proportion of the pericarp; home-pounded rice is not equivalent to husked whole rice with all the integuments of the grain intact. A given weight of paddy would yield by home-pounding about 6 per cent. more rice for consumption than by milling. If all paddy were home-pounded, or milled only to the same degree as home-pounded rice, ~~approximately~~ an additional 420,000 tons of rice or thereabouts, amounting to about 1.6 per cent. of total rice supplies, would become available. It would be reasonable to encourage the use of home-pounded rice as a method of extending available food supplies. People used to consuming highly-milled rice, ~~and~~ are, however, usually very loath to change over to under-milled rice, and even if by propaganda the change could be rapidly brought about, it would not greatly influence the situation as against total supplies of rice. The same is true of any compulsory

measure prohibiting the milling of rice beyond a certain degree. Similar problems do not arise in the case of the millets which are not subjected to milling processes which remove the most valuable parts of the grain.

Increased Production.- To increase production, "grow more food" propaganda has its ~~value~~ value, though a limited one. The high and rising price of food grains must stimulate the agriculturist to produce and sell as much food as he can. Provincial and State Governments can assist by such measures as supplying more seed at cheap rates to cultivators, supplying manure or grants for its purchase, reducing irrigation charges, remitting revenue on land now brought under cultivation with food crops, etc. Whether it is possible to increase food production rapidly under war conditions by such means, only experience will show. The favourability or otherwise of weather conditions for the next few harvests will probably have more influence on the food situation than the achievements of "grow more food" campaigns. The amount of land suitable for cultivation not already under crops must be very small in relation to the area already under cultivation. The supply of manure will be limited by failure of imports and transport difficulties. On the ~~the~~ other hand, some land producing non-edible cash crops for which the market has disappeared will become available. The cultivation of vegetables on "available lands adjoining homesteads" can certainly be increased. It is estimated by the Member for Education, Health and Lands that as a result of the food production drive an additional 9,600,000 acres will be put under food crops, giving an additional outturn of nearly 2,200,000 tons of grain, consisting of 830,000 tons of rice, 470,000 tons of wheat, 830,000 tons of millet and 20,000 tons of gram.

Control Measures.- There appears to be some anxiety on the part of ~~governments~~ ~~that~~ the campaign for the increased production of food should lead to a glut of certain staples, with consequent fall in prices. It has been suggested that the cultivator should be insured against such an occurrence by the fixation of minimum prices and a guarantee that the government will purchase surplus crops. From the commercial point of view, there may be some sense in the word "surplus" as applied to staple foods in India, there is none from the standpoint of nutrition. An increase of 20 to 30 per cent. in food production would be absorbed if the entire population had enough to eat, and it must also be recalled that the population is growing rapidly.

A central organisation which is fully informed about the situation in all parts of the country is obviously necessary. The Food Production Conference recommended that "when there is a deficit of a particular commodity in the country as a whole ~~the~~ the distribution should be as far as transport facilities permit aim at an equality of sacrifice on all consumers of that commodity". This is admirable in principle but scarcely in tune with practice. The natural tendency of Provinces and States is to grab all the food they can. The Government of India has recently set up a Central Food Advisory Council. This body will naturally be largely dependent on data supplied by Provincial and State Governments. Within each Province, a special officer with a small staff could be deputed to obtain and collate information about the situation in various areas. To the nutrition worker, the food situation in India is thoroughly unsatisfactory in normal times. A nation-wide "grow more food" campaign would have been appropriate in 1938, before the war started, and will be appropriate in 1945, when the war might be over. The majority of the population lives on a diet far remote from the most moderate standards of adequate nutrition. If India depends entirely on what she can

herself produce, a very large increase in the production of various foods is necessary to raise existing standards to a satisfactory level. Some of these may be roughly indicated as follows: cereals, 30 per cent. increase; pulses, 100 per cent.; milk and milk products, three or four hundred per cent.; meat, fish and eggs, several hundred per cent.; vegetables, particularly green leafy vegetables, one hundred per cent. or thereabouts. There is plenty of scope here for the application of scientific methods to agriculture, animal husbandry and fisheries.

(The Hindustan Times Weekly, Delhi,
1-11-1942.) +

23

ORGANISATION, CONGRESSES, ETC.

Employers' Organisations.

Formation of Indian Exporters' Association.

For the purpose of taking all necessary steps to "protect, advance and stimulate the export trade of the country", an organisation called the Indian Exporters' Association, was formed at a meeting of persons interested in ~~the~~ trade, held at Bombay on 19-10-1942, presided over by Mr. Sankalchand G. Shah. The main motive in organising the Association was to safeguard Indian trade against the "unfair" competition by the United Kingdom Commercial Corporation. The commercial community has not been impressed with the assurances by the Indian Government that the U.K.C.C. is only a war time body and will not function after the war, and that during the war it will confine itself to war requirements. The fact that this Corporation is an organisation financed and controlled by His Majesty's Government makes it very influential in the matter of its purchases and sales. It is pointed out that no such organisation is functioning in any of the Dominions like South Africa, Australia or Canada. If it is confined to trading in war materials it should deal in ammunition, etc., but it is asked why it is dealing in sugar, wheat and such commodities, cutting out Indian exporters. No assurance even from His Majesty's Government regarding the post-war activities of the U.K.C.C. was, it was felt, likely to satisfy the Indian commercial community. Indian merchants were doing considerable export trade to Persia and other Middle East countries via the overland route and this route has been deliberately closed down by the Government to enable the U.K.C.C. to absorb all export trade from India to Persia and Turkey.

The President also traced the ups and downs of export trade from 1884 to the present day and said that the conditions of the trade were at present of an artificial character and that after the war they might be faced with an entirely different set of circumstances. "After the war", he said, "there is bound to be a race for markets. The glut in industrial production will add to the competition and it is certainly going to be a case of the survival of the fittest."

A provisional Managing Committee consisting of the following was set up to frame a constitution and to take other preliminary measures:- Messrs. Sankalchand G. Shah, B.K. Lumba, Naranji L. Kara, Chinubhai C. Thaveri, G.V. Kotak, Maneckji V. Khora, P.K. Nagarshett, Virji Shivji, and D.L. Shah.

(The Hindu, 20-10-1942,
and the Bombay Chronicle, 21-10-1942

+

1942 session of Indian Railway Conference Association,
New Delhi, 20-11-1942.

In his opening address at the 1942 session of the Indian Railway Conference Association which opened at New Delhi on 20-11-1942, under the chairmanship of Mr. G.C. Laughton, Manager, B.B. & C.I. Railway, Sir Edward Benthall, War Transport Member, Government of India, reviewed briefly the more important problems of Indian railways and indicated the main trends of Government policy with regard to them.

Pressure of War Transport.- Dealing with the strain to which Indian Railways are subjected because of war transport, he said that the pressure is likely to grow more acute in the future, even though the Government of India has succeeded in persuading the priority authorities of the United Nations in London and Washington to go a considerable way to meet India's need for more locomotives. The Railway Department, he added, was at the same time fully conscious of its duty to provide adequate transport facilities for food distribution, and ~~that~~ special instructions have been issued to the railways to ensure priority movement for foodstuffs.

Conditions of Work of Railwaymen.- Discussing the railway workers' demand for increased pay, he said; "So far as the railways are concerned this will have to be done in relationship to the standard of living throughout the country, Increase the pay, and you must increase fares and freights or the railways will become a drain on the general revenues. ~~Increase the fares and freights, and you will be in danger of losing traffic to the roads or of handicapping the agriculturist in his fight for world markets.~~ Broadly speaking, therefore, better rewards can only be achieved if it is compensated by higher average efficiency. That is the experience of all industries and it is probable, therefore, that railway administrations and railwaymen's unions can accomplish most for their men by encouraging a higher standard of individual efficiency, thereby justifying higher remuneration."

Presidential Address.- In his presidential address, Mr. G.C. Laughton dealt with the need for rationalising transport policy and pointed out that the direction of modern thought on the subject was that transportation as a whole should be organized and co-ordinated solely for the public benefit and quite irrespective of individual interests of any one constituent part. He also referred to the question of staff welfare as an important aspect of post-war reconstruction and pleaded that the standards of the low-paid staff must be raised by higher rates of pay, better quarters and generally better conditions of service.

(The Statesman, 22-11-1942.)

Working of the Indian Trade Unions Act in Ajmer-Merwara
in 1941-42

According to the report of the Commissioner, Ajmer-Merwara, on the working of the Indian Trade Unions Act in the district of Ajmer-Merwara in 1941-42, no trade union was registered during the year under report. The certificates of registration of two trade unions, viz. (1) the Kirana Panchayat Union, Ajmer, and (2) the B.B. & C.I. Railway Workers Union, Ajmer, were cancelled. One trade union, viz., the Electric Supply Workers Union, Ajmer, ceased to exist during the year under report, ~~but~~ but its certificate of registration was cancelled in July, 1942. There was thus only one trade union working at the close of the year, viz., the Traders Association, Ajmer. No case of refusal of registration of any trade union or of withdrawal arose during the year, nor was any appeal against the orders of the Registrar of Trade Unions or of a second appeal to the High Court from the decisions of the lower courts preferred. There were no developments of interest relating to the trade union movement in Ajmer-Merwara during the year under report.

(Summarised from the Memorandum (Annual Report on the working of the Indian Trade Unions Act, 1926, in the district of Ajmer-Merwara for the year 1941-42) submitted by the Commissioner, Ajmer-Merwara, a copy of which was supplied to this Office.)-

SOCIAL CONDITIONS

26

Backward Class Uplift; Bombay Government's Rs. 2.5 Million Scheme. *

The Government of Bombay has ear-marked Rs. 2,500,000 from the Special Development Fund to be spent on measures for the betterment of the Backward Classes of the Province, with the primary object of enabling these classes gradually to rely more on their own resources. The Government has appointed a committee of officials and non-officials to advise it on the needs of the Backward Classes and how best this sum of Rs. 2,500,000 may be expended in their interest. It has been asked to start work as early as possible and to submit its report to the Government within six months. The various subjects included in the terms of reference of the Committee are given below:

Health Improvement.- Schemes for better housing; slum clearance and water supply (including water supply for scheduled castes); improvement of roads and communications in Backward Areas and extension of medical facilities in Backward Areas.

Educational Improvement.- Scholarships and studentships in schools, colleges, vocational and technical institutions, payment of examination fees; student hostels, technical education and technical training; further measures for encouraging primary education in Backward Areas; continuation of literacy - libraries, pamphlets and magazines; and night classes and adult literacy classes.

Improvement in Economic Conditions.- Encouragement of cottage industries and grants to artisans for capital expense; advances of grain and seed to agriculturists for maintenance and sowing purposes; grants and tagavi loans to agriculturists for improving their lands and adopting better farming methods; help to co-operative societies having Backward Class membership and to co-operative societies situated in Backward Areas; grants to voluntary agencies carrying on propaganda among Backward Classes and working for their uplift; extension of the provision for legal assistance; provision for carrying on propaganda for removal of untouchability; appointment of more officers for carrying on propaganda for improvement of these classes; agricultural improvement, rural development and industrial demonstration centres and shows in Backward Areas.

("Bombay Information", Bombay,
dated 7-11-1942.) *

SOCIAL POLICY IN WAR TIME

Hours of Work

27

Exemption from Section 34 of Factories Act in the Punjab.

The Government of the Punjab has exempted for the duration of the war all cotton spinning and weaving mills and factories in the Province from the operation of section 34 (Hours of work) of the Factories Act, 1934. The exemption has come into force from 3-11-1942.

(Notification No. 5737-I. &L-42/64804 dated 21-11-1942. The Punjab Government Gazette, Part I, dated 27-11-1942, page 1345.) -

War Bonus for Bombay Textile Workers:
Bombay Millowners' Association Decision.

At a general meeting of the Millowners' Association, Bombay, held on 21-11-1942, the recommendations made by the Committee of the Association in connection with the grant of a war bonus to the operatives employed in cotton mills situated in the city and island of Bombay which are members of the Association were approved and adopted. The committee recommended that a war bonus equivalent to one-sixth of their total earnings in the period 1-1-1942 to 31-12-1942, ~~inclusive~~, be granted to all cotton mill workers who are on the musters of permanent and badli workers in member mills in Bombay city and island on 31-12-1942, and who continue to be on such musters till the dates of payment, with the exception of those badlies who have worked for less than an aggregate period of 75 days in the said period; that bonus be calculated on earnings exclusive of dearness allowance; that, ~~however~~ ~~in~~ the case of women who have been on maternity leave in the period referred to, the actual maternity allowance drawn by them be included in their wages for the purpose of calculating the bonus payable; and that bonus as laid down in the preceding clauses be calculated and paid to the workers in two equal instalments; the first on 23-1-1943 and the second on 20-3-1943.

Workers' Demands.- The workers, however, are not satisfied with the bonus award and at a meeting of the Representative Council of the Bombay Mill Workers held on 22-11-1942, the following five main demands were enunciated: 1. Immediate increment of forty per cent. in the basic wages. 2. 100 per cent. dearness allowance. 3. Half-yearly bonus to be calculated at 25 per cent. 4. Immediate enforcement of the recommendations made by the Textile Labour Inquiry Committee of 1940. 5. Provision of grain and other necessary commodities at a cheaper rates and in sufficient quantities.

Times of India's Comments.- Commenting editorially on the bonus award, the Times of India in its issue dated 25-11-1942 observes: "For the second time since the outbreak of the war the Bombay Millowners' Association has sanctioned a substantial bonus to the city's textile workers. As a result, some 200,000 workers will receive two extra months' wages..... Last December the millowners decided to add a war bonus of 12½ per cent. to their employees' total earnings during 1941, a decision which entailed an additional payment of about Rs. 10,000,000. Earlier a 15 per cent. dearness allowance was granted.... It is estimated that since 1937 the Bombay millworkers has benefited to the extent of forty per cent. Suggestions for an increase in basic wages are impracticable so long as conditions in the mill industry remain to be stabilised. On the other hand, it must be recognised that the textile industry has profited greatly from the war; with the opening of new markets in Australia and the Middle East its position at the end of hostilities should be promising."

("Bombay Chronicle", 26-11-1942,
Amrita Bazar Patrika, 27-11-1942, and
Times of India, 25-11-1942.) +

29

Enhanced Wages for Contract Labour:
Ahmedabad Millowners' Association's Recommendations.

The Ahmedabad Millowners' Association passed resolutions on 4-8-1942 recommending to its member mills that (1) whenever a particular type of work is given on contract, the member mill concerned should put in a stipulation to the effect that the contractor should ordinarily pay proportionately the same average wage as is being paid for the same type of work in other mills where the work is being carried out departmentally; and that (2) the workers employed under contractors in the local member mills should, as and when required by the managing committee, be granted a lump sum of Rs. 30 per worker by the mills concerned for a period of six months commencing from 1-1-1942 and a quarterly payment thereafter till the duration of the war or till such period as the managing committee may decide, provided that if a worker has worked only for less than one month he shall not be entitled to receive any amount and that the other workers concerned should be given a pro rata allowance of the amount specified above according to their presence during the period.

(The Labour Gazette, September 1942.).

Extra Payments for higher-paid Employees during War Period:
Recommendation of Ahmedabad Millowners' Association.

The Ahmedabad Millowners' Association passed a resolution on 4-8-1942 recommending to its member mills that all those employed in the local member mills getting above Rs. 75 and below Rs. 200 per month be granted, as and when directed by the Managing Committee, a lump sum of Rs. 60 per employee by the mills concerned for a period of six months commencing from 1-1-1942 and a quarterly payment thereafter up to the termination of the war or till such period as the managing committee may decide, provided that if an employee has worked only for less than one month, he will not be entitled to receive any amount and further provided that all others should be entitled to a pro rata allowance of the amount specified above according to their presence during the period.

(The Labour Gazette, September 1942.).

Increased Maternity Benefit Rates
Bombay Cotton Industry accepts Suggestion.

The extra dearness allowances which the Bombay Cotton Textile industry granted to the workers were not applicable to women workers in the industry in receipt of maternity benefit. The Factory Department of the Government of Bombay, therefore, approached the Millowners' Associations of Bombay and Ahmedabad with a suggestion that the rate of maternity benefit should be 12 annas a day, instead of the eight annas provided by Section 5 (1) of the Bombay Maternity Benefit Act, 1929. The Millowners' Association, Bombay, has decided to pay for the duration of the war and three months thereafter, a surcharge of 50 per cent. of the total amount payable on maternity benefit to an employee; while the Association in Ahmedabad has agreed to recommend the suggestion of the Factory Department to all its members.

(The Industrial Bulletin of the Employers' Federation of India, 16-11-1942.).

Workers' Welfare in War-time:
Bombay Millowners' Association's Views.

Reference was made at page 25 of our September report to a communication from the ~~the~~ Commissioner of Labour, Bombay, to the Indian Merchants' Chamber, Bombay, on the measures to be adopted in factories for the welfare of labour during wartime (opening of cost price grain shops, storing adequate stocks of grain, provision of canteens) facilities for remitting allowances to families, and amelioration of conditions of work). A similar communication was sent to the Bombay Millowners' Association also; in its reply to the Labour Commissioner, the Association has raised the following points:

(a) Cost price grain shops existed in almost all mills in Bombay and in about 45 mills they had been in existence since the beginning of 1940. These grain shops were run on a 'cost price' basis, and the prices charged were below those charged by the grocers outside the mills premises for the same quality of goods and, in certain cases, they were even below the prices scheduled in Government grain shops.

(b) As regards the desirability of maintaining adequate stocks of grains, stocks held in mills up to the middle of August were considerably in excess of a week's requirements and in a number of cases stocks equivalent to a month's requirements were held. However, on account of the unsettled conditions in the market which prevailed in Bombay since the middle of August, it had become practically impossible for mills to buy their requirements direct from the market and until conditions improve, they would have to depend upon Government for supplies

(c) Several mills had already installed canteens where tea and light refreshments were served and some of the mills had also made arrangements to supply cooked food, but it was doubtful whether the supply of cooked food could be adopted as a general proposition by all mills in Bombay for the following reasons :-

- (1) Some mills in Bombay had no space whatsoever within the premises either for cooking or for serving food to their operatives.
- (2) A standard food suitable to the tastes of people representing various communities, castes and creeds working in the mills was difficult to evolve.
- (3) There would be difficulties in cooking and serving food to operatives belonging to different communities, castes and creeds.

(d) As regards the recommendation re. facilities for remitting allowances, it was pointed out that as far back as December 1927 arrangements were made by the Association with member mills under which all money orders sent by operatives of individual mills were made out by a member of the clerical staff of the mill and were sent in one lot with a covering letter and a cheque for the total amount to the postmaster of the nearest Post Office. The Committee, however, regretted that they could not agree with the suggestion that money orders of the workers should be sent at the expense of the employers.

(e) As regards ^{the} recommendation for introducing short-breaks, the attention of the Commissioner was invited to the fact that an effort was made some time ago to split up an hour's recess into two half hourly,

breaks, but the proposal was dropped in the face of opposition from certain workers' organisations. The matter was not therefore proceeded with further.

(Extracted from the Printed Excerpts of the Proceedings of the Committed of the Mill-owners' Association, Bombay, for September 1942.)+

The Bombay Civil Services (War Injuries Pension) Rules, 1942

The Government of Bombay has adopted the Bombay Civil Services (War Injuries Pension) Rules, 1942, providing for compensation for war injuries to persons to whom the rules regarding the Wound and Injuries Pensions and Family Pensions in the Bombay Civil Services Rules apply. When such a person sustains a war injury while on duty or dies of a war injury so sustained, awards will be made in accordance with the provisions of those rules as if the injury were received in the performance of a duty which had the effect of increasing his liability to injury or death beyond the ordinary risk of the civil appointment held by him.

(The Bombay Government Gazette Part IV-C dated 26-11-1942, page 2350.)+

The Punjab Civil Services (War Injuries Pension) Rules, 1942.

The Government of Punjab ^{has} adopted the Punjab Civil Services (War Injuries Pension) Rules, 1942, which prescribe the conditions under which pensions will be given to those sustaining war injuries. The Rules prescribe that if certain specified classes of persons governed by the Civil Service Rules (Punjab) sustain a war injury ~~while~~ while on duty, or die of a war injury so sustained, award shall be made in accordance with the provisions of those rules as if the ~~injury were received as a result of risk of office.~~ When a person to whom these Rules apply sustains a war injury while ^{so sustained, a war injury} so sustained, awards shall be made in accordance with the provisions of those sections as if the injury were received in the performance of a duty which had the effect of increasing his liability to injury or death beyond the ordinary risk of the civil appointment held by him.

(The Punjab Government Gazette, Part I, dated 6-11-1942, page 1269.)+

War Injuries:

Employers empowered to make Advance Payments.

In order that provisional relief under the War Injuries scheme may be given to needy persons, the Government of India has empowered employers to make advance payments, limited to Rs. 50 in each individual case, to persons receiving war injuries; or, in the case of death, to their heirs who would be eligible to family pensions under the War Injuries Scheme. The amount so advanced will be repaid to the employer from the regular award, when it is made, at ~~the~~ a rate not exceeding half the amount of the award, says a Press Note issued by the Director of Information, Bombay.

(The Times of India, 10-11-1942.).

✓ 33

War Risk Insurance

Insurance of Employees against War Injuries:
scheme suggested by the Bombay Chamber of Commerce.

According to the excerpts from the proceedings of the Bombay Chamber of Commerce for September 1942, it has been suggested to the Government that it might have a good effect in keeping workers at work in factories, mines, etc., if a compulsory insurance scheme were instituted at the cost of employers in industry and to be administered by Government with the object of increasing the scale of relief laid down in the war injuries scheme. The purpose of the war injuries scheme was to provide the minimum amount of relief to cover the cases of all classes of the population. It was not a scheme of compensation but a scheme of relief. Under the proposed insurance scheme relief under the war injuries scheme would be supplemented so as to bring the total relief up to approximately the scale of compensation under the Workmen's Compensation Act. The following is a tentative outline of the scheme which would apply compulsorily to employees in factories registered under the Factories Act, to mines falling under the Indian Mines Act, and labour in public utility companies, tramway companies and ports, premium being payable by the employers:

(a) Employees should be divided into groups (e.g., monthly earning under Rs. 30, Rs. 50, Rs. 100, Rs. 200, etc.).

(b) A levy of flat rate of so much per head per month for each employee in each group should be levied on all employers and the sums so received should be placed in a central fund. Note.- It was intended that initially until experience had been gained the rate should not exceed 1 per cent. of the wage bill.

(c) From that fund there would be paid to those employees who were injured while actually at work in a factory, (or when within a specified distance of the factories if they had worked in a factory on any of the two days preceding the date of injury) flat rate sums to each class sufficient to bring the Government relief approximately up to what they would have received under the Workmen's Compensation Act.

(d) Contributions should continue to be payable monthly even after the war until the sum in the fund was found to be sufficient at the close of the war to meet the obligations on the fund. Contributions if required after the war should be payable by all factories, even those started after the war, in order to avoid placing any factory at a comparative advantage. Note.- As immediately on the close of the war the fund would become practically a closed fund, this should not be very difficult to arrange.

(e) The Government of India should guarantee advances to the fund to enable it to make the necessary payments, but should be entitled to refunds of such advances.

(f) If after the war there was a balance in the fund it would not be appropriated by Government to general revenues but would be utilised for the benefit of workers as a whole.

✓
34

Control Measures

The U.P. Wheat Products Control Order.

The Government of the United Provinces has gazetted the "Wheat Products Control Order, 1942" specifying the kinds of atta (wheat flour) to be produced in mills and prohibiting the removal of atta bags from the mill premises without the ~~existing~~ marked bags being marked ^{with the name of} the quality of atta inside and the date of filling. The order also fixes the maximum ex-factory price in each case. It comes into force on 15-11-1942.

(The United Provinces Gazette Extraordinary dated 7-11-1942.).

The Bihar Cotton Yarn Control Order, 1942.

The Government of Bihar has gazetted the Bihar Cotton Yarn Control Order, 1942, by which no person is to engage in cotton yarn trade, wholesale or retail, except under license. The order empowers the Controller to fix a limit up to which a licensee may sell. Provisions are also made for the supply of monthly returns of stocks and the keeping of accurate accounts of sale and prices charged.

(The Bihar Gazette Extraordinary, 10-11-1942.).

The Orissa Electricity Control Order, 1942.

By the Orissa Electricity Control Order, 1942, the local Government prohibits the supply of energy for power to industrial undertakings except as directed by the Government, the extension of connection to temporary establishments, and to new installations erected without the sanction of the Government.

(The Orissa Gazette Extraordinary, 12-11-1942.).

The U.P. Kerosene Control Order, 1942.

The United Provinces Government has gazetted the United Provinces Kerosene Control Order, 1942, prohibiting the sale and storing for sale of ~~any~~ kerosene by any person within the Provinces unless licensed by the Government. The order comes into force on 1-12-1942.

(The United Provinces Gazette, 14-11-1942, Part I-A, p.388.)

The Delhi Kerosene Control Order, 1942.

The Chief Commissioner, Delhi, has gazetted the Delhi Kerosene Control Order, 1942, providing for the control of the stock, distribution and sale of Kerosene oil in the urban areas of Delhi.

(The Gazette of India, Part II-A, 21-11-1942, page 617.).

35

Control of Salt Trade in the United Provinces

The Government of the United Provinces has ordered that with effect from 1-12-1942, no person shall sell, store for sale or carry on business in any district in the United Provinces in salt exceeding 20 maunds (1 maund = 82 lbs.) in weight without obtaining a licence therefor from the District Magistrate of the district in which he sells or stores for sale or carries on business in salt.

(Notification No. 12105/P.C.-574-42 dated 11-11-1942; The United Provinces Gazette, Part I-A dated 21-11-1942, page 407.)-

salt Control in the Punjab.

The Punjab Government has notified an order that all persons or agencies holding stocks of salt amounting to 10 maunds or more should submit to the District Magistrate of the District where they are held, a detailed monthly report on the stock position.

(Notification No. 16906-PC-42/62770 dated 12-11-1942; The Punjab Government Gazette Extraordinary, 12-11-1942.)

The Bihar Salt Dealers Licensing Order, 1942.

According to the Bihar Salt Dealers Licensing Order, 1942, published by the Bihar Government on 11-11-1942, nobody should engage in any undertaking which involves the sale, or storage for sale of salt except under and in accordance with a licence issued in that behalf by an officer authorized by the Provincial Government.

(Notification No. 1875 - salt/23/42-P.C. dated 11-11-1942; The Bihar Gazette Extraordinary, 14-11-1942.)

Control of Coal, Sugar and Kerosene in Bihar.

According to the Bihar Coal, Sugar and Kerosene Oil Dealers Licensing Order, 1942, issued on 31-10-1942 by the Bihar Government, no person is permitted to engage in any undertaking which involves the sale, or storage for sale of coal, sugar or kerosene oil except under and in accordance with a licence issued in that behalf by an officer authorized by the Provincial Government.

(Notification No. 1606-Sugar/112/42-P.C. dated 31-10-1942; The Bihar Gazette Extraordinary dated 2-11-1942.)

The Cotton Movements Control Order, 1942.

The Government of India has issued on 13-11-1942 the Cotton Movements Control Order, 1942, which prohibits the transport by rail of cotton by any person without a general permit issued by the Government of India or a special permit issued by the Regional Controller of Priorities, Bombay, or the Deputy Executive Officer

of the Cotton Movements Panel, Bombay. Dealers in cotton may be required to furnish returns or any other documents or information pertaining to the business as and when demanded by the Chairman or the Executive Officer of the Cotton Movements Panel, Bombay.

(The Gazette of India, Part I, dated 21-11-1942, page 1741).

West Coast Timber Traffic (Priority) Order, 1942

The Government of India issued on 13-11-1942 the West Coast Timber Traffic (Priority) Order, 1942, which covers all country-craft plying on the West Coast of India not further North than the Port of Bombay and engaged, whether wholly or partly, in the carriage by sea of timber. The Order empowers Port Officers in the West Coast of British India to secure priority to the carriage of timber by requisitioning any country craft coming under this order.

(Notification No. 21-T.(5)/42 dated 13-11-1942. The Gazette of India Extraordinary, dated 14-11-1942, pages 1149 to 1150.)

The Shuttles Control Order, 1942.

The Government of India issued on 13-11-1942 the Shuttles Control Order, 1942, which came into force on that day. The Order applies to ordinary and automatic shuttles for looms used in the textile industry excluding jute and hemp, and provides that the sale or purchase of shuttles covered by the order can be done only under licence. Provision is also made for the submission by dealers of returns of stock.

(Notification No. 33/123 dated 13-11-1942: The Gazette of India Extraordinary dated 16-11-1942, pages 1151 to 1152.)

Wheat Control in the United Provinces

The Government of the United Provinces has issued an Order on 20-11-1942 by which the retail sale of wheat in a number of towns in the province will be limited to ~~these~~ shops as may be specified by the respective District Magistrates. No one can purchase per day more than Rs. 2 worth of wheat from any shop unless he has a permit to purchase more.

(Notification No. 21192-C.S. dated 20-11-1942: The United Provinces Gazette Extrarodinary dated 20-11-1942.)

37

The Paper Control Order, 1942

The Government of India has issued on 7-11-1942 the Paper Control Order, 1942, (coming into force from that date) with a view to conserve paper resources. The order specifies a series of restrictions imposed on the printing, making or publishing of any directory, on the printing and making of posters, the gratuitous distribution of advertising circulars, the printing of view cards, envelopes for gramophone records, the advertising of show cards, etc. It does not apply to newspapers as defined in the Newspaper Control Order, 1942 (vide page 49 of our January 1942 report).

(The Gazette of India dated 7-11-1942, Part I, pages 1687 and 1688.)+

Before the war, the annual consumption of paper, both indigenous and imported, amounted to 200,000 tons. The present position is that, excluding newsprint, India is importing only 6,000 tons of paper, and this paper is mostly of high quality needed by Government for paper currency and other special purposes. India has thus to depend for her needs on indigenous production totalling 100,000 tons. But whereas before the war Government consumed only 30,000 tons of paper, representing only 15 per cent. of the total consumption, Government's own requirements are now 75,000 tons. Thus only 25,000 tons of paper produced in India is available for general consumption.

(The Times of India, 7-11-1942.)

Modification of Newspaper Control Order, 1942.

By a notification dated 14-11-1942, the Government of India has introduced certain amendments in the Newspaper Control Order, 1942 (vide page 49 of our January 1942 report). Besides fixing the maximum page area of the existing newspapers at the limit maintained by them on 10-11-1942, the order adds two more classes (Classes D and E) to papers; for Class D papers, the page area is fixed at between 150 to 200 square inches and for Class E at less than 150 square inches. The notification also lays down the weekly quota of pages and prices of the various classes of periodicals.

(The Gazette of India, Part I, page 1716, dated 14-11-1942)..

The Non-Ferrous Metals Control Order, 1942.

The Government of India has issued the Non-Ferrous Metals Control Order, 1942, by which no person is to be a stockholder or dealer in non-ferrous metals except under, and in accordance with, the conditions of a licence granted by the Controller., and no person is to engage in any undertaking which involves the use or consumption for the purpose of any manufacturing process of more than 5 lbs. of nickel or 50 lbs. of any of the other controlled non-ferrous metals in any one calendar month except under, and in accordance with, the conditions of a licence granted by the Controller. The order also prohibits any one acquiring in one month more than specified weights of controlled non-ferrous metals except under a permit from the Controller.

(The Gazette of India, Part I, 28-11-1942, page 1767.)+

✓ 38

The Pipes Control Order, 1942

According to the Pipes Control Order, 1942, issued by the Government of India on 28-11-1942 no producer, importer or stockholder should sell or otherwise dispose of any pressure pipes except in accordance with the conditions of a written authorisation obtained from the Controller. Every month they have to submit to the Controller returns on the stock held, controlled or disposed of by them in the previous month. Producers, in addition, have to submit to the Controller estimates of production every six months.

(The Gazette of India, Part I,
dated 28-11-1942, pages 1769-1770).

The Punjab Cotton Yarn (Control of Distribution) Order, 1942

The Punjab Government has promulgated the Punjab Cotton Yarn (Control of Distribution) Order, 1942, which rules that no person shall sell cotton yarn as a wholesale or retail dealer except under and in accordance with the conditions of a licence granted by the Provincial Yarn Commissioner. The Order also lays down rules regulating transactions in cotton between dealers, wholesale or retail, and their customers and stipulates that certain registers should be maintained by the dealers for submission to the Yarn Commissioner when demanded.

(The Punjab Government Gazette,
Part I, dated 27-11-1942,
pages 1345-1346.)

Standard Cloth for the Poor:
Provincial Governments Accept Scheme.

Reference was made at pages 41 to 42 of our October 1942 report to the objections raised by several Provincial Governments to the scheme of producing standard cloth for the poor. Now that the price of cloth has gone up 100 per cent. most Governments want the standard cloth scheme pushed forward. As prices of yarn and stores have gone up the price of standard cloth too has to be raised, but the basis of cost and profit is the same as agreed to previously by the textile industry. It may now be expected that the necessary financial responsibility will be assumed by the Governments concerned and that an adequate distribution organization will be set up to ensure that standard cloth reaches the class for which it is primarily meant and that middlemen and speculators in black markets do not trade on this essential necessity of the poor classes.

The Textile Industry has agreed to manufacture 9,600,000 yards of cloth to meet the demands booked by the Punjab, Sind and Assam Governments, and the Bombay Government is expected to place an order for three million yards.

The meeting of the Textile Advisory Panel is fixed for 2-12-1942, in New Delhi by the Commerce Member. The main purpose of the meeting is to discuss the question of production and distribution of standard cloth. It is expected that an opportunity will also be taken for reviewing the whole problem of cloth for civilian and military consumption, and to see how it should be planned to meet the requirements of both and to ensure that the poorer and lower middle classes get a preference over the middle and upper classes in the matter of production of cloth for their needs. (The Times of India, 18-11-1942).

The Rubber Control and Production Order, 1942.

The Government of India has gazetted the Rubber Production and Control Order, 1942, coming into force on 23-11-1942. For the purpose of this Order the Government has constituted a body called the Indian Rubber Production Board in order to encourage and ensure increased production of rubber by all possible means through intensification of tapping, new planting, improved methods of manuring and spraying, the distribution and maintenance of machinery or estate requisites, propaganda, and scientific research. The Board will supply technical advice for general guidance to rubber growers, maintain a register of estates, holdings and dealers which have been approved, and grant licences to persons applying for new planting or replanting of rubber. Further, the manufacture and transport of and trade in rubber are controlled by the Controller of Rubber Manufactures with the Government of India.

(Notification No. 269 (10) Tr(R)/42 dated 23-11-1942; The Gazette of India Extraordinary

+

Expansion of Industry:

Three ~~the~~ Manufacturers' panels set up to advise Government.

At a conference of manufacturers and representatives of the universities and research institutions, held ~~xxxxxxxx~~ at New Delhi on 28-11-1942, Dr. J.N. Ray presiding, Major General E. Wood, ~~Director-General, Supply Department~~, announced the creation of three panels of industrialists at Bombay, Calcutta and Madras, to advise the Government on industrial expansion. General Wood said the Government were aware of the future course of the war and the demands that were to be made on industry. It was for industry to advise the Government as to how best those demands could be met, and where new plants or expansion of existing plants could best be carried out, having regard to post-war reconstruction. He made it clear that industries would put up the capital, but Government took full responsibility for arranging for the import of plants from abroad, and for arranging priorities and shipping.

The Conference set up a committee of eleven members, including representatives of the Supply and Labour Departments and of the Director-General of the I.M.S., to draw up a scheme for starting basic industries. It also urged the Board of Industrial and Scientific Research to arrange closer collaboration between industry and the Board by sanctioning research work to be done in the laboratories of industries.

(The Hindu, 30-11-1942.).

40

Grady Report Shelved

The London correspondent of the Amrita Bazar Patrika, Calcutta, cabling from London on 18-11-1942 says that according to information emanating from a Government source in Washington, the Grady Report on India (vide pages 43-44 of September 1942 report of this Office) has been laid aside and awaits further developments before its application is considered further. This means that no action is expected on it for a considerable period of time. Nothing is available officially as to why the report, which embodied a long-range plan to assist Indian industrial development has been sidetracked, but unofficial experts conjecture that military events in North Africa, the Solomons and Burma are the chief reasons. It is opined that the military situation has so much improved since Dr. Grady visited India that the need to buttress that region has considerably lessened, while the demand for materials has risen elsewhere.

(The Amrita Bazar Patrika, 19-11-1942).

Stimulating Rubber Production:
British Mission to visit India and Ceylon. ←

A British mission which is on a tour to stimulate the production of rubber in the Eastern Hemisphere is expected in India in December 1942, after it has completed its survey of the rubber situation in Ceylon. A representative of British planters in India and another of Indian ~~planters will be co-opted by the mission during their tour of India.~~ The report of the mission will be available to the Government of India.

The authorities expect that the production of rubber in India which totals at present 16,500 tons, will increase by 500 tons this season and by 1,000 tons during the next season. The post-war aspect of the disposal of Indian rubber is being kept in view. It is stated that the consumption in India is likely to increase after the war as a result of the development of transport and the adoption of modern methods. Rubber prices are already seven times what they were ten years ago, but still ~~higher prices~~ higher prices are being paid by the British Government for rubber from Ceylon, and Indian producers are urging the Indian Rubber Production Board (vide pages 36-37 of October 1942 report) to raise Indian prices to the level of Ceylon prices to encourage Indian rubber production still further.

(The Statesman, 17-11-1942.).

Social Insurance

War Injuries: Employers empowered to make
Advance Payments.

In order that provisional relief under the War Injuries scheme may be given to needy persons, the Government of India has empowered employers to make advance payments, limited to Rs. 50 in each individual case, to persons receiving war injuries; or, in the case of death, to their heirs who would be eligible to family pensions under the War Injuries Scheme. The amount so advanced will be repaid to the employer from the regular award, when it is made, at a rate not exceeding half the amount of the award, says a Press Note issued by the Director of Information, Bombay.

(The Times of India, 10-11-1942.).

Joint Anglo-American Mission to Investigate Shipping Facilities.

A joint Anglo-American Technical Mission which has been appointed to investigate port and shipping conditions on the west coast of India and in other countries overseas is scheduled to assemble at Karachi during ^{November} 1942, and later visit the more important Indian ports. The Mission has not been deputed to India specially, but is visiting various African and Asiatic ~~ports~~ on behalf of the United Nations to secure better co-ordination of existing facilities in order to secure maximum use of shipping. For the Indian portion of the investigation a representative of the Government of India will be added to the mission.

(The Times of India, 12-11-1942.)+

Indian Country Craft to be Organised:
Report of Investigating Committee.

Rationalization of country craft traffic mainly by raising their co-efficient of carrying capacity, the establishment of a Country Craft Intelligence Organisation, the improvement of facilities to country craft ~~at~~ at ports and the construction of 20,000 tons of additional craft are the main recommendations of the committee which was appointed in August 1942 to inquire into the possibilities of developing and organizing on a more efficient basis the greater use of sea-going country craft on the west coast of India. The committee estimates ~~the number of coastal craft plying on the West Coast at 4,800 with a total tonnage of 200,000, giving an average tonnage per craft of 42.~~ This fleet is transporting up and down the West Coast between Karachi and Cochin about 1 1/2 million tons of cargo per season. By the improved organisation proposed, the capacity of the fleet can be raised to 1,900,000 tons, i.e., it can be made to carry 400,000 tons more than it is now doing.

The proposals of the committee are under detailed examination. Meanwhile, the Government of India have issued orders appointing a Country Craft Organization Officer at Bombay.

(The Statesman, 30-11-1942.)+

Organisation of Railway Military Units

With a view to safeguarding the efficient working of railways under war conditions, the Government of India has begun giving effect to the railway militarisation scheme by organising railway Military (Defence of India) units. This scheme, which at present covers the railways in ^{the} eastern frontier, the east coast and the south of India, provides an opportunity to all railway employees in the area to enrol themselves in the units on a purely voluntary basis. In consideration of the obligations undertaken by enrolment, they become eligible for a special compensatory allowance and in addition draw a ration allowance, if rations are not issued. The staff so enrolled continue to perform their normal railway duties on their respective railways under their own railway officers who are granted commissions. Officers and men are required to undergo elementary military training and are eligible for various disability and other pensions if they should become casualties while so serving. The response to the scheme has been encouraging. More than 90,000 railway servants have already been enrolled, and hundreds are joining every week.

(The Statesman, 30-11-1942.)+

Food Policy.

42

Forward Planning of Production:
Work of Food Department. +

Reference was made at page 45 of the report of this Office for October 1942 to the setting up in November 1942 of a new Department of the Government of India - the Department of Food, under the charge of Mr. N.R. Sarker, Member for Commerce with the Government of India. In a press communiqué issued in the second week of November, explaining the scope of activities and work of the new Department, the Government of India says: the Food Department will study future requirements with a view to the forward planning of production and of ensuring the equitable distribution of available supplies. It will take over the administration of all measures for control over prices, supply and distribution of foodstuffs and for the procurement and purchase of the requirements of the Army, which are at present the concern of the Commerce Department and Supply Department, respectively. It will also establish an effective liaison with the Department of Education, Health and Lands and the Imperial Council of Agricultural Research, which will continue to be responsible for securing maximum production on the basis of the forward programme of requirements worked out by the Food Department. The Department will further maintain close touch with the Department of War Transport so as to ensure that the movement of foodstuffs shall be made with the utmost efficiency and economy of transport that may be possible.

(The Statesman, 14-11-1942.)+

List of the more important publications received in this Office during
November, 1942.

Conditions of Work.-

- (1) Report on the working of Factories Act in the Province of Madras for the year 1941. Printed by the Superintendent, Government Press, Madras. 1942. Price Re.1/-.
- (2) Administration Report of the Labour Department on the work done for the Amelioration of the Eligible Communities for the year ending 31st March, 1942. Printed by the Superintendent, Government Press, Madras. 1942. Price 6 annas.

Economic Conditions.-

- (1) Report on the working of the Department of Industries, Punjab, for the year ending 31st March, 1941. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1942. Price Re. 0-4-0.
- (2) Report of the Department of Industries and Commerce, Madras, for the year ended 31st March, 1941. Madras. Printed by the Superintendent, Government Press. 1941. Price 14 annas.

Agriculture.-

Department of Commercial Intelligence and Statistics, India. India Live-Stock Statistics, 1940. Report on the Fifth Census of Live-stock and Agricultural Implements and Machinery held in 1940. Published by Manager of Publications, Delhi. 1942. Price Rs. 10 or 16s.

Co-operation.-

- (1) Report on the working of the Co-operative Societies in the Baroda State for the year 1940-41. Baroda State Press. 1942. Price Re. 1-5-0.
- (2) Presidential Speech by the Hon. Mr. V. Ramadas Pantulu, President, All-India Co-operative Association, at the Twenty-ninth Mysore Provincial Co-operative Conference held at Mysore. 16-10-1942.

Organisation, Congresses, etc.-

First Report of the Organisation and Activities of the Indian Federation of Labour. Issued from the Delhi Office; Indian Federation of Labour, 30, Faiz Bazar, Delhi.

Social Conditions.-

- (1) Census of India, 1941. Vol. VIII, Central Provinces and Berar. Tables by R.K. Ramadhyani, I.C.S., Superintendent, of Census Operations, C.P. and Berar. Published by the Manager of Publications, Delhi. 1942. Price Rs. 3-4-0 or 5s.3d.
- (2) Census of India, 1941. Vol. XVI, Delhi. Tables by Khan Bahadur Sheikh Fazli-i-Ilahi, P.C.S., Superintendent of Census Operations, Punjab. Published by the Manager of Publications, Delhi, 1942. Price Rs. 7-8-0, or 11s.6d.

Public Health.-

Government of Bengal. Thirty-Sixth Annual Report of the Bengal Smoke Nuisances Commission for the year 1941. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1942. Price 1 anna or 2d.

C. 6/2/32

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for December 1942.

N.B. Each section of this report may be taken out separately.

	<u>Pages</u>
1. <u>National Labour Legislation.-</u>	
<u>Government of India:</u>	
Date of Coming into force of Mines Maternity Benefit Act, 1941.	1
Exemption from Mines Maternity Benefit Act, 1941.	1
<u>Delhi:</u>	
The Delhi Trade Employees Rules, 1942.	1
<u>Madras:</u>	
Proposed Addition to Schedule of Workmen's Compensation Act.	1
<u>Punjab:</u>	
The Draft Punjab Trade Employees (Amendment) Bill, 1942.	2
Draft Punjab Maternity Benefit Bill, 1942.	2
<u>Sind:</u>	
Exemption from Sind Shops and Establishments Act.	3
2. <u>Social Policy.-</u>	
Appointment of Labour Adviser to Government of India to consider Social Legislation.	4
3. <u>Conditions of Work.-</u>	
<u>Industrial Disputes:</u>	
Madras Industrial Disputes Bill, 1942; Criticisms of the Madras Provincial Trade Union Congress.	5
<u>Wages:</u>	
Deductions from Wages of Municipal Servants in Central Provinces: Proposed Byelaws.	5
<u>General:</u>	
Industrial and Labour Progress in Mysore during 1932-41.	6
4. <u>Economic Conditions.-</u>	
Indian Trade with East Africa: Protests against attempt to restrict.	7
Belgian Economic Mission to India.	7
5. <u>social Insurance.-</u>	
Delay in Legislation on Sickness Insurance.	8
6. <u>Migration.-</u>	
Indians in Ceylon, 1941: Report of the Agent of the Government of India.	9 - 14
Working Conditions in Ceylon: Report of the Controller of Labour, 1941.	14 - 18
<u>Indian-Immigrant Labour:</u>	
Indians in South Africa: Report of High Commissioner for 1941.	18- 21
Indian Labourers for Ceylon Estates: Request from Ceylon Government.	21

	<u>Pages.</u>
7. <u>Agriculture.-</u>	
The Bunding and Dry Farming Development Scheme: Bombay Government Takes Further Steps.	22
The Orissa Tenancy (Amendment) Bill, 1942.	22
8. <u>Navigation.-</u>	
The Bombay Ferries (Amendment) Act, 1942.	23
9. <u>Organisation, Congresses, Etc.-</u>	
The 24th Annual General Meeting of Associated Chambers of Commerce, Calcutta, 17-12-1942.	24 - 27
10th Annual General Meeting of Employers' Federation of India, Calcutta, 18-12-1942.	28 - 29
10. <u>Social Policy in War Time.-</u>	
<u>Hours:</u>	
Exemption of Cotton Spinning and Weaving Mills in Delhi and Ajmer-Merwara from Section 34 of the Factories Act.	30
Exemption from Section 34 of the Factories Act in Bengal.	30
<u>Wages:</u>	
War Dear Food Allowance for Cawnpore Workers	31
Pre-War Standards to be Maintained: Workers' demands for adequate Dearness Allowance.	31 - 32
<u>Employment:</u>	
Technical Unit of the Indian Civil Pioneer Force Formed.	32
<u>Industrial Disputes:</u>	
Lockout in Nizam's State Railway.	33
<u>Labour Welfare:</u>	
Provision of Stocks of Wheat Flour in Industrial Areas.	33
<u>Control Measures:</u>	
The Bihar Foodgrains (Futures and Options Prohibition) Order, 1942.	34
The Baluchistan House Rent Control Order, 1942.	34
Control of Rice Export from Delhi.	34
The Bihar Rice Control Order, 1942.	34
Control of Export of Foodstuffs in Bihar.	35
Standard Cloth for the Poor: Textile Advisory Panel adopts Scheme.	35 - 36
Government of Madras to make separate arrangements: Concern of Handloom Weavers.	36
Control of Export of Foodgrains from Sind.	36
Control of Excess Profits in War Contracts: Tender System being replaced by Settlement by Negotiation.	36 - 37
The Factories Control of Production Order, 1942.	37
<u>Production:</u>	
The Bombay Power Alcohol and Petroleum Act, 1942.	38
Industrial Expansion in Ceylon.	38
Manufacture of Internal Combustion Engines in India.	39
Lease-Lend Agreement with U.S.A.: Direct negotiations by India contemplated.	39
Post-War Reconstruction: Sir M.Visvesvaraya's Plea for an Economic Council.	39 - 40
11. <u>List of the more important publications received in this Office during December, 1942.</u>	41.

NATIONAL LABOUR LEGISLATION ✓

Government of India

Date of Coming into force of Mines Maternity Benefit Act, 1941.

The Government of India has gazetted a notification to the effect that the Mines Maternity Benefit Act (vide pages 1 to 2 of our November 1941 report) is to come into force from 28-12-1942.

(Notification No. M1285(1) dated 24-12-1942:
The Gazette of India, Part I, Sect. 1,
dated 2-1-1943, page 32.)+

Government of India

Exemption from Mines Maternity Benefit Act, 1941.

The Government of India has exempted from the operation of the Mines Maternity Benefit Act, 1941, (1) shallow mines in which excavations are carried out for prospecting purposes only if employing less than 20 persons daily, (2) iron-ore mines worked without mechanical power, the whole of the ore from which is supplied locally to village ~~xxx~~ smelters and black-smiths, if women are not admitted for underground work; and (3) stone-crushing plants in certain specified mines in Bombay.

(Notification No. M1285(2) dated 24-12-1942:
The Gazette of India, Part I, Sec. 1 dated
2-1-1943, page 32.)+

Delhi

The Delhi Trade Employees Rules, 1942.

Reference was made at page 1 of our November 1942 report to the Draft Delhi Trade Employees Rules, 1942, gazetted by the Chief Commissioner, Delhi, on 7-11-1942. On 27-11-1942, the Commissioner issued the rules as finally adopted. The Punjab Trade Employees Act, 1940, as extended to the Delhi Province comes into force on 16-12-1942.

(Notifications Nos. F.10(46)/42 L.S.G.(III)
and F.10(46)/42-L.S.G.(IV) dated 27-11-1942:
The Gazette of India, Part II-A, dated
5-12-1942, page 629.)+

Madras

Proposed Addition to Schedule of Workmen's Compensation Act.

The Government of Madras proposes adding to Clause XXiii of schedule II of the Workmen's Compensation Act, which gives the list of persons who are included in the definition of 'Workmen', persons employed in the plucking of coconuts.

(Notification No. 287 dated 30-11-1942: The
Fort St. George Gazette, Part I, dated 8-12-1942,
page 1247.)

Punjab.The Draft Punjab Trade Employees (Amendment) Bill, 1942.

The Punjab Government proposes introducing in the local legislature at an early date legislation to amend the Punjab Trade Employees' Act, 1940 (vide page 3 of our June 1940 report). The Act was enforced in the municipal and cantonment limits of Lahore, Amritsar, Sialkot, Ferozepore and Multan and the municipal limits of Ludhiana, Lyallpur, Jaranwala, Gojra, Simla and Okara with effect from the 1st March, 1941. The actual working of the Act has brought to light certain difficulties which are proposed to be removed by amending the Act. Some of the more important amendments are stated below:

- in
- (a) the provisions about exemptions relating to establishments and persons have been revised;
 - (b) Section 4 of the Act relating to exemption from hours of work during periods of pressure of work has been amended so as to provide that, instead of Government sanctioning each such over-time work, employers may require their employees to work over-time for 150 hours in a year and that such over-time should be paid at twice the normal rate of wages.
 - (c) It is proposed to provide that no person shall work about the business of a shop or commercial establishment in excess of the period during which he may be lawfully employed under the Act.
 - (d) ~~Section 11 of the Act lays down that no fine imposed by an employer on any person employed in a shop or commercial establishment shall exceed one pice per rupee of the employees' monthly wages. As, however, this provision is likely to be abused by employers it is proposed to omit it. If an employee is found unsuitable, he can be removed from service under section 14 of the Act. The Bengal and Bombay Acts on the subject contain no such provision. The Bill also prescribes the procedure for the award of compensation to an employee dismissed from service without sufficient cause.~~
 - (e) It is also proposed to make it clear how far the Act applies to shops and commercial establishments where more than one business is carried on.

(The Government Gazette, Punjab, Part I, dated 4-12-1942, pages 1366 to 1371.)

Punjab.Draft Punjab Maternity Benefit Bill, 1942.

The Government of the Punjab has gazetted the draft of the Punjab Maternity Benefit Bill, 1942, which the Government intends introducing in the local Legislature shortly. The Bill applies to all perennial factories coming under the Factories Act, in which women are employed. The main features of the Bill are: (1) benefits are to be paid for 4 weeks before and 4 weeks after confinement at the rate of the woman worker's average daily earnings for the preceding three months, or at the rate of 8 annas per day, whichever is greater; (2) the qualifying period is 9 months' service with the employer from whom benefit is claimed; and (3) the benefit is to be paid even in case of the death of the mother or child or both, but no amount is to be paid for the post-confinement period if death of the woman occurs before confinement.

(The Government Gazette, Punjab, Part I, dated 18-12-1942, pages 1418 to 1420.)

Sind.-Exemption from Sind Shops and Establishments Act

The Government of Sind has gazetted a notification exempting from the operation of the Sind Shops and Establishments Act, 1940, those 'pan bidi' shops (shops where chewing leaves and country cigarettes are sold) in Karachi and Drigh Road which are managed by the owners, which employ no servants and which sell no commodity except 'pan bidi'.

(Notification No. 617/7-M/42(12) dated 11-12-1942: The Sind Government Gazette, Part IV-A, dated 17-12-1942, page 625.)

4

SOCIAL POLICY

Appointment of Labour Adviser to Government of India
to consider Social Legislation. ✓

Mr. D.T. Jack, who was a Professor of Economics, Aberdeen University, and later at the outbreak of war joined the Labour Ministry in London, has recently been appointed as a Labour Adviser to the Government of India. His main duty is to advise the Labour Department on labour legislation in the light of experience gained of similar legislation in the United Kingdom and elsewhere.

(The statesman, 29-12-1942.) ✓

Conditions of Work
Industrial Disputes

5

Madras Industrial Disputes Bill, 1942:
Criticisms of the Madras Provincial Trade Union Congress.

Reference was made at page 1 of our November, 1942, report to the Madras Industrial Disputes Bill, 1942, which the Provincial Government intends adopting shortly. The Madras Provincial Trade Union Congress has issued a statement suggesting amendments to the Bill with a view to making it more acceptable to labour in Madras. The Congress says that compulsory recognition of those trade unions which have a minimum membership of 10 per cent. must be provided for; that standing orders must be settled in consultation with all interested, including the registered trade unions; that the percentage of membership in unions for eligibility for recognition and representation in conciliation proceedings should be fixed at 10; that a time limit of 15 days must be fixed for the whole conciliation proceedings beginning from the day on which the dispute was registered; and that the whole section of the Bill relating to compulsory arbitration must be deleted and, in its stead, a simple clause giving power to the Provincial Government to enforce the award of an arbitration without recourse to a Civil Court in those cases where both the parties to a dispute have by agreement referred the dispute to arbitration, must be inserted

(The Hindu, 21-12-1942.) ✓

Wages

Deductions from Wages of Municipal Servants in Central Provinces:
Proposed Byelaws.

Several Municipalities, Notified Areas and Local Boards in the Central Provinces and Berar propose introducing bye-laws to regulate deductions from wages of their employees. The bye-laws stipulate that the salary of an officer or servant shall, subject to certain permissible deductions, be paid to him without any deductions. The deductions which are permissible are (a) Departmental fines; (b) deductions for absence from duty; (c) deductions for damage or loss of goods expressly entrusted to the employee for custody or for loss of money for which he is required to account, where such damage or loss is directly attributable to his neglect or default; (d) deductions on account of rent of municipal quarters occupied by the employee; (e) deductions for amenities provided, and services rendered by the committee; (f) deductions for recovery of advances or for adjustment of overpayments of salaries; (g) deductions on account of security deposits; (h) deductions of income-tax payable; (i) deductions required to be made by order of a court or other authority competent to make such orders; (j) deductions for subscription to, and for ~~payment~~ repayment of advances from, any provident fund; and (k) deductions for repayments of loan taken from a co-operative society approved by the committee, provided that the employee has given an authority, in writing, to the secretary of the committee to do so.

(The Central Provinces and Berar Gazette, Part III,
dated 4-12-1942, page 1209.)

Industrial and Labour Progress in Mysore during 1932-41 ✓

The following information about industrial and labour conditions in Mysore State is taken from a Press Note issued on 1-12-1942 by the Publicity Officer of the State.

Industrial Progress in 1932-1941.- The decade ending 1941 witnessed a very rapid increase in the number of industrial enterprises in the State. During this period alone, eight state-owned industrial concerns, 17 State-aided industrial concerns and 28 private industrial concerns were established.

Labour Disputes Legislation.- With this quickening of the pace of industrialisation the problems affecting labour naturally assumed great importance. Prior to 1941 there was no statutory machinery in Mysore for the settlement of industrial disputes. During that year an important piece of legislation, the Mysore Labour Emergency Act, was enacted (vide pages 3-4 of our August 1941 report) which created a machinery for the peaceful and speedy settlement of industrial disputes and sought generally to promote the welfare of labour. The Emergency Act was permanently put on the statute book in January 1942. The Act confers the right of association on labour. ~~It avoids rival unions by prescribing a single association of labour.~~ It avoids rival unions by prescribing a single association for each industrial establishment employing not less than 100 persons and confers statutory recognition on each association immediately on registration.

The Mysore Labour Act.- 57 undertakings have come within the scope of the Mysore Labour Act. Among these, Labour Associations have been registered in 47 industrial undertakings. Standing orders which regulate the relations between the employer and the employees in regard to leave and holidays, shift working, punishment for misconduct, etc., have been settled in 51 undertakings. The Labour Department which has been functioning for over a year has been able to bring about agreement in 16 industrial disputes. Proceedings in Conciliation resulted in the settlement of eight cases.

Other Labour Laws.- Government have also extended the scope of the Factories Act, so as to bring practically all industrial labour within its ambit. They have liberalised Workmen's Compensation Law. The Code of Civil Procedure has been amended to ensure the exemption of wages from attachment.

Welfare Measures.- Government have sanctioned uniform work service Rules for all Government industrial establishments providing annual leave with pay, provident fund, and gratuity or bonus, in respect of persons not entitled to provident fund. They have also sanctioned dearness allowance in all such establishments. Similar benefits have been extended in government aided establishments and several private undertakings. In addition to these benefits working classes in Bangalore City have secured opportunities for amusing themselves in Recreation Centres (vide page 12 of our November 1942 report). The Department of Labour runs these Centres which are open, free of charge, to all working classes including industrial labour. A wide range of amenities, such as newspapers, periodicals, books in different vernaculars, indoor games, etc., are available there. There are two such Centres at present in Bangalore City.

(Federal India and Indian States,
9-12-1942.) ✓

ECONOMIC CONDITIONS

Indian Trade with East Africa: Protests against attempt to restrict. ✓

The Council of the Indian Merchants' Chamber, Bombay, has sent a strong representation on 26-11-1942 to the Government of India protesting against the proposal of the East African Government to form a corporation known as Utility Textile Importing Corporation to be given the monopoly of importing from India textiles popularly in use in that country. The Committee points out that the bulk of the imports of textiles from India into East Africa are handled by Indian merchants there who have established and built up their business there at great personal risk and with ~~xxx~~ perseverance and hard work and in the face of keen competition from Japanese and Lancashire interests, and that, as the membership of the said Corporation will be confined to previous importers with prescribed shares and others approved by East African Government, it apprehends serious reactions on the Indian cotton producer and cotton textile manufacturer on account of the proposed step. While recognising that the East African Government is entitled to take reasonable steps for preventing profiteering, the Committee urges that no attempts should be made in the name of protecting consumers' interests to put fetters round existing channels of trade in a manner which would involve injustice to established business interests. It therefore urges the Government of India to represent the matter to the East African Government with a view to the proposal being abandoned.

(The Bombay Chronicle, 2-12-1942.)

A deputation of the Indian Exporters' Association, Bombay, met the Hon. Mr. N.R. Sarker, Commerce Member, Government of India, in this connection during the latter's visit to Bombay in the first week of December, and in reply Mr. Sarker said that the Government of India were in correspondence with the Government of East Africa and would take the necessary steps.

(The Hindu, 8-12-1942.) ✓

Belgian Economic Mission to India. ✓

An official economic mission from Belgian territory will ^{shortly} visit India to investigate the possibilities of exporting to the Congo any Indian products other than cloth and jute which the Congo already receives. Among the commodities which the mission will endeavour to obtain in large quantities will be beads and hardware for the local population. It is hoped that the Congo in return will be able to supply India with useful raw materials. The mission will be headed by M. de Thibaun, Chief of Economic Services, who will be accompanied by M. de Van Castele.

(The Statesman, 30-12-1942.) ✓

SOCIAL INSURANCE

Delay in Legislation on Sickness Insurance. ✓

It is gathered that legislation on sickness insurance will not be ready for introduction in the forthcoming February 1943 session of the Central Assembly, beginning from 10-2-1943. Mr. Gadgil of the Gokhale Institute of Economics has been appointed to examine sickness insurance ~~schemes~~ schemes and thereafter an insurance expert will work out the actuarial details of the scheme approved by the Government. The only labour legislation which is likely to be brought forward in the next session of the Assembly is that amending the Trade Disputes Act in order to include an important provision regarding the recognition of trade unions.

(The Statesman, 6-12-1942.) ✓

MIGRATION

Indians in Ceylon, 1941: Report of the Agent of the Government of India.*

9

In his annual report for 1941, the Agent of the Government of India in Ceylon points out that of the total area of 16,212,400 acres of Ceylon, 560,000 acres are devoted to tea, 606,000 to rubber, 1,100,000 to coconut and 1,272,000 to other products, the total cultivated area being 3,538,000 acres. The estimated total population of Ceylon at the end of 1941 was 6,061,000; of these about 780,000 were Indians.

Indian Estate Population.- The number of Indian labourers and their dependants on estates on ~~the 31st December~~, 1941, was 669,472 as against 688,179 at the end of 1940, and 678,908 at the end of 1939. Of these, 201,086 were men, 195,384 women and 273,002 children. The total number of estates employing 5 or more Indian labourers and paying acreage fees to the Indian Immigration Fund on 31-12-1941, was 1,359 as against 1,341 in 1940 and 1,322 in 1939.

Migration Statistics.- "Recruitment" from India has, however, been in abeyance since September, 1935, and the flow of labour to Ceylon estates was confined to the "non-recruited" class till 1-8-1939, when by a notification issued under the Indian Emigration Act, 1922, the Government of India prohibited the emigration of all unskilled labour to Ceylon unless specially exempted in each case by the Commissioner of Labour, Madras. The number of Indian estate labourers who came to Ceylon from India during the year 1941 was 3,584 as against 3,318 in 1940 and 28,259 in 1939. During the year under review, 11,243 estate labourers (excluding repatriates) returned from Ceylon to India as against 12,578 in 1940 and 31,714 in 1939. There were 45,242 more departures to than arrivals from India in the unassisted class during the year as against 33,194 in 1940 and 44,134 in 1939. There were 7,659 emigrants from Ceylon in excess of immigrants from India.

Labour Position in Estates.- 1941 continued to be a very prosperous year for both the tea and rubber industries in which the vast majority of Indian labourers in Ceylon are employed. The value of tea exported was Rs. 232.5 millions or 59.5 per cent. of the disclosed export trade of Ceylon, the total quantity exported being nearly 239 million pounds as against 247 million pounds in 1940. The total quantity of rubber exported during 1941 exceeded the record set up in 1940 and was an all-time record for Ceylon and the value (Rs. 119 millions) accounted for 30.51 per cent. of the disclosed exports for the year. The international situation in the rubber producing countries of the Far East indicate a policy of all-out production of rubber for Ceylon in the immediate future.

At the beginning of the year the labour force on estates was, if anything, more than adequate for the needs of the tea and rubber industries. This was partly due to the ban on the emigration of unskilled labour to Ceylon, which to a certain extent tended to "freeze" the labour force on estates as labourers were reluctant to pay visits to India as it would be impossible for them to return to Ceylon. In the latter part of the year, however, the increase in the Annual Report of the Agent of the Government of India in Ceylon for the year 1941. Published by the Manager of Publications, Delhi. 1941 1942. Price Rs. 2-6-0 or 4s. 60 pp.

export quotas for tea and rubber and international developments in the Far East gave a fillip to production with the result that the small surplus of labour on estates was being slowly absorbed, and work was comparatively easy to find.

Labour Unrest.- Mention has been made in the last annual report (vide pages 19-24 of our December 1941 report) of the Seven Point Agreement reached between representatives of the planting industries and of Labour Unions to deal with the situation created by the widespread prevalence of unrest on estates. Though the immediate object of the Agreement was to provide a machinery to settle by negotiation disputes between labourers and employers, its most significant feature was the formal recognition by the representatives of planting industries of the "right of workers to combine by formation of unions". It cannot, however, be said that all the implications of this recognition have been fully accepted by all the employers in the industries. While the more enlightened Superintendents have accepted the organisational movement among labourers as a necessary sign of the times, there were some Superintendents, who were inclined to look upon trade union officials as "agitators" and to discharge labourers who took a leading part in associational activities. That such a tendency exists was borne out by the findings of one of the Conciliation Boards appointed during the year. The attitude of employers as a whole towards unions may be said to have been one of suspicious sufferance. A criticism frequently made against unions is that their representatives are often "unsuitable" or "undesirable" persons. Criticism of this sort, though well-intentioned is not conducive to the promotion of mutual confidence and personal good relations between employers and labour representatives so essential for the amicable settlement of industrial disputes. The Officers of the Labour Department are doing everything in their power to promote the establishment of such good relations and their attitude towards the union movement is one of understanding and sympathy.

The fact that during the greater part of the year labour was slightly in excess of requirements, made it a comparatively easy matter for Superintendents to discharge labourers who were considered to be "unsatisfactory" or "undesirable". The difficulty of finding employment elsewhere and in a few cases the suspicion that the labourers concerned had been selected for discharge for their associational activities, made it inevitable that unions should take up their cause and insist on their reinstatement. Many of the strikes that occurred during the year could be traced to disputes arising out of discharges. There were in all 27 strikes during 1941 of which as many as 13 were in February and were connected with a dispute in Glenlyon Estate of the Dimbula District. The labourers of the Estate were members of the Ceylon Indian Congress Labour Union which considered it necessary to launch sympathetic strikes on a number of neighbouring estates to protest against their discharge. This is the first instance of sympathetic strikes in Ceylon and the number of labourers involved was at one time nearly 3,000. With the appointment of a Board of Conciliation the sympathetic strikes were withdrawn. The Board upheld the action of the Superintendent in having issued notices of discharge to the 30 labourers, although it was of opinion that "refusal on the part of the employer to give reasons for dismissal though notified By the Union that it is interested on behalf of the employee is contrary to the spirit if ~~not~~ not the letter of the Seven Point Agreement."

On the whole the Seven-Point Agreement has had the salutary effect of reducing the number and magnitude of strikes on estates, but its

working does not appear to have given satisfaction either to employers or to the representatives of trade unions. At the annual general meeting held on 22.12-1940, the All Ceylon Indian Workers' Federation had passed a resolution suggesting that the Agreement should be amended so as to make the appointment of a Board of Conciliation automatic on demand by an aggrieved party and numerous requests for the appointment of a Board were made during the year. The policy of the Labour Department, however, is to appoint Conciliation Boards only in rare cases in which some principle to which public attention should be drawn is involved and even so, superintendents refused to be represented in the three cases in which such Boards were appointed during the year in connection with disputes on estates. No conciliation was effected in any of the three cases for want of provision to enforce the awards. The Minister of Labour, Industry and Commerce held a few conferences with representatives of the Planters' Association and of Trade Unions to consider various suggestions that had been made to increase the usefulness of the Seven-Point Agreement. The conference, however, broke up without any decisions.

The question of introducing a new Industrial Disputes Conciliation Ordinance has been under the consideration of the Ceylon Government for some time. The final draft has not yet been published and it is understood that the Executive Committee of Labour, Industry and Commerce has recommended that peaceful picketing should be legalised and that provision for this should be included in the new Bill. An interesting experiment intended to bring about better understanding between employers and trade unions was the formation, on the initiative of the Deputy Controller of Labour, Badulla, of a new joint labour committee in the Uva Province. The functions of the committee are to discuss labour questions of general interest and to advise, if invited to do so by both parties, on labour disputes where settlement by agreement has not been found possible.

Minimum Wages.- Towards the end of 1940 it was decided that the statutory rates of minimum wages should be increased to allow for the increased cost of living due to the general rise in commodity prices following the outbreak of the war. The revised rates came into force with effect from 1-2-1941 and were as follows:-

	Men Cts.	Women Cts.	Children Cts.	
Up-country	54	43	32	) With issue price of rice not exceeding Rs. 4/80 per bushel.
Mid-country	52	41	31	
Low-country	50	40	30	

With the introduction of the revised rates of wages, however, the war bonus, which was being paid on a voluntary basis by estates generally, was discontinued and estates which had been issuing rice to labourers at a cheaper rate increased it to the permissible maximum limit. The revised rates of wages specified above continued to be in force till the end of the year. Commodity prices, however, continued to increase.

Labourers' Family Budget.- Reference was made at page 22 of our December 1941 report to an enquiry into the family budget of Indian estate labourers which was ordered by the Ceylon Government. The report on the subject, published on 8-10-1941, is essentially a statement of facts as they were at the time of the enquiry (April-May 1940) as disclosed from an analysis of the figures of income and expenditure relating to 516 families employed in up, mid and low country estates and no attempt is made to evolve an ideal family budget of expenditure

for estate labourers. The average standard of living disclosed by the ~~xi~~ figures of expenditure is very low and the actual standard for the bulk of the labourers must be even lower as many sources of income catalogued in the report and included in working out the average are not in fact available to the vast majority of labourers. The percentage of income spent by a family for education, health and other "cultural" items is an index of the adequacy or otherwise of the income. The report shows that the amount which an average estate labourer could afford to spend on miscellaneous, including "cultural" items mentioned above was particularly low. The figures in the report are based on the prices prevailing in April-May, 1940 when the general weighted working class cost of living index number was 105 and this figure went up to 132 in December, 1941. The report left no room for doubt that an immediate and all round increase of wages was called for. It showed that there were two distinct aspects to the problem - the first to provide for some increase in the standard of living of estate labourers and the second to devise a scheme for the adjustment of wages to keep pace with the rapidly rising cost of living index figure.

A Sub-Committee of the Board of Indian Immigrant Labour was appointed soon after the publication of the report to examine these two aspects of the problem and after considering a memorandum prepared by the Sub-Committee, the Board of Indian Immigrant Labour recommended an increase of $\frac{-}{03}$ cents a day in the wages of estate labourers so as to provide a reasonable increase for expenditure on "cultural items". The Board also approved a scheme for the grant of "dearness allowance" varying with the cost of living index figure to be ~~fix~~ prepared by the Labour Department on the assumption that rice was available to the estate labourer at a fixed price. The recommendations were generally accepted by the Committee of the Planters' Association which was, however, of opinion that the "dearness allowance" should be in the proportion 5; 4; 3 for men, women and children. The District Estate Wages Boards were summoned to meet on different dates in January, 1942, to consider the recommendations made, and pending their final decision, estates were advised to pay increased wages in accordance with the recommendations of the Board of Indian Immigrant Labour and the Committee of the Planters' Association with effect from 1-1-1942.

Wages Boards Ordinance. - The Wages Boards Ordinance was enacted on 8-7-1941. The Government of India had made certain suggestions on the Ordinance including one that a specific provision should be made for the continuance so far as Indian labourers are concerned, of the powers of its Agent. All the suggestions were accepted and have been incorporated in the Ordinance as finally passed. Under section 50(3) of the Ordinance, the Agent of the Government of India and any officer authorised by him in writing have been given, in respect of trades in which Indian labourers are employed, the same powers of inspection and enquiry as officers of the Ceylon Labour Department. Under the new Ordinance, ~~No. 27 of 1941~~, certain provisions relating to the payment of wages and deductions which may be made from them will apply to all trades. The provisions of the new Ordinance in regard to the constitution and functions of Wages Boards will supersede the provisions in the Minimum Wage Ordinance (No. 27 of 1927) but although the Ordinance came into force on 19-9-1941, no Wages Boards or District Wages Committees were constituted under it till the end of the year. Under the Ordinance the deduction from wages of the cost of rice supplied to labourers on estates is illegal, but the existing practice is being allowed to continue pending the framing of regulations permitting the deduction.

Housing of Labour.- Of the 897 estates inspected during the year, over-crowding was noticed on 27 estates and 74 of these were slightly overcrowded. Of the 128,975 line rooms inspected during the year, 96,147 were up to the Government requirements and 32,828 were found not up to the requirements.

Maternity Benefits.- The new Maternity Benefits Ordinance which had passed its third reading in the State Council in 1939 was brought into operation from 28-7-1941. Under section 5 of this Ordinance maternity benefits are payable to a woman worker at the rate of 50 cents a day for two weeks before and for four weeks after confinement; but there is a proviso by which the Controller of Labour could grant exemptions from liability to pay these maternity benefits if he is satisfied that the employer has provided such alternative benefits for female labourers resident on estates as may be prescribed. Regulations prescribing the alternative benefits were approved by the State Council and were published on 12-9-1941. The alternative benefits prescribed are:-

- (1) the use, for confinement, of a maternity ward or a ~~lying-in~~ *lying-in* room, approved by the Controller;
- (2) the services of a midwife at the confinement;
- (3) food during the period a labourer remains in the maternity ward or the ~~lying-in~~ *lying-in* room; and
- (4) the payment in cash of two rupees a week for two weeks ~~immediately preceding~~ the confinement and for four weeks immediately following it.

At the request of the representatives of the planting community in the State Council, the Minister for Labour has given an assurance that the regulations would be reconsidered after twelve months. 290 estates were certified by the Controller of Labour as entitled to provide alternative benefits under the regulations up to the end of the year.

Resumé of Events - Indo-Ceylon Relations.- At no time perhaps in recent history were Indo-Ceylon relations so strained as in the opening months of the year under report. Some deterioration in the relations was to be expected as a result of the breakdown of the Delhi talks in November, 1940, but it appeared as if the more extreme elements among the Sinhalese were inclined to use the failure of the talks as an opportunity for starting afresh a campaign of anti-Indian agitation in the country. Some of the public speeches of responsible persons at the beginning of the year were a source of considerable anxiety to the Indian community. The possibility of unilateral action in regard to matters affecting Indians in Ceylon was so great that on 11-2-1941, the Governor of Ceylon considered it necessary to send a message to the State Council containing a schedule of matters in respect of which undertakings had been given by His Majesty's Government and by the Government of Ceylon to the Government of India. Notwithstanding the Message, the Board of Ministers thought fit to take precipitate action to deal with the so-called "Indian problem" by introducing the Immigration and Registration Bills, and a good deal of propaganda was carried on in the country to justify the stand taken by the Ministers and to canvass opinion in favour of the Bills. The situation was however largely unreal, for the bulk of the Ceylonese had no desire to break with India and were genuinely anxious to reach an understanding with her on outstanding problems. This large body of moderate opinion, though not so vociferous as the more

extreme sections, made itself felt and, thanks largely to the efforts of the Governor, Delegations from the Governments of India and Ceylon met ~~xxx~~ at Colombo in September to resume the informal conversations that had ended inconclusively at New Delhi. The Delegations reached "agreed conclusions" on all the subjects discussed, and though the proposals in their joint report were "disappointing" to the Indians in Ceylon, the fact that some agreement was reached between the Delegations was, viewed against the background of the controversies in the earlier part of the year, one of great significance. The events during the last months of the year also tended to bring into prominence the essential solidarity and unity of interests between India and Ceylon. The international developments in the Far East at the close of the year brought the threat of war nearer to the shores of India and Ceylon, and the creation of a unified military command for the two countries and the arrival of Indian troops in the island were universally welcomed.

Indian Labour Conditions.- The ban on the emigration of ~~un~~ unskilled labourers from India was in force throughout the year, and there was a large surplus of departures to India over the arrivals in Ceylon. Some shortage of labour was experienced in the Colombo harbour, but the labour force on tea and rubber estates ~~is~~ continued to be slightly in excess of requirements during the greater part of the year. The first instance of sympathetic strikes in Ceylon occurred in February, and though the circumstances in which they were launched by the Union concerned came in for a good deal of criticism, the organisation of the strikes demonstrates the hold which the union movement has gained among estate labourers. On the whole, however, strikes decreased both in number and magnitude as compared with the previous year. This was mainly due to the Seven Point Agreement, but its working gave rise to various difficulties which were under discussion during the year. The visit of Major Orde Browne helped to focus attention, for a time, on the working conditions of labourers; and the present unsatisfactory position of Indian estate labourers, under which the loss of employment entails the loss of a home as well, was brought out in the representations made to him by labour representatives.

Working Conditions in Ceylon:
Report of the Controller of Labour, 1941. ✓

The Administration Report of the Controller of Labour, Ceylon, for 1941, consists as usual of two parts; one, dealing with the conditions of labour in the Island in general and the other exclusively with the Indian immigrant labour. The salient points in the report are noted below:-

Labour Legislation.- (1) The Industrial Disputes (Conciliation) Ordinance.- The draft of the Industrial Disputes (Conciliation) Ordinance has been prepared, but some amendments are being considered by the Executive Committee of Labour, Industry and Commerce. (2) The Wages Boards Ordinance.- The Wages Boards Ordinance came into operation on 19-9-1941. It provides for the establishment of Wages

* Administration Report of the Controller of Labour for 1941 (A.E. Christoffels, Esq., C.C.S.) December 1942. Government Record Office, Colombo; price 75 cents. 1942. pp.36.

Boards to fix, inter alia, minimum wages for the trades or industries in respect of which the Boards are created. Steps are being taken to apply the provisions of the Ordinance relating to Wages Boards to the Tea, Rubber Coconut, and Plumbago industries, to Shops and to the Engineering and Printing trades. (3) The Factories Bill.- The second reading of the Bill was passed in the State Council, and it was referred to a Standing Committee. (4) Legislation re. Strikes and Lockouts.- The question of the introduction of legislation in regard to strikes and lockouts was considered by the Executive Committee, but was deferred for the duration of the war. (5) Legislation affecting Indian Labourers on Estates.- (a) An Ordinance to prevent the separation of members of the families of Indian labourers on estates was enacted during the year under review. The ordinance came into operation on 13-6-1941. (b) A draft Bill is being prepared with a view to amending the Minimum Wages (Indian Labour) Ordinance, which would make provision for the free issue of one-eighth bushel of rice to each child under the age of 12 years or alternatively for free feeding and the supply of free articles of special diet for children under 1 year. (c) A draft Bill to enable eviction from estates of labourers by civil process on the termination of their contract of service has been prepared and is being considered by the Executive Committee of Labour, Industry and Commerce.

Ceylon and I.L. Conventions.- An annual report is furnished to the Secretary of State for the Colonies on the application in the country of the International Labour Conventions ratified by Great Britain. About the close of the year, the Executive Committee was ~~considering the question of introducing~~ legislation providing for the ~~application to Ceylon of~~ Convention No. 50, which concerns the regulation of certain special system of recruiting workers.

Workmen's Compensation Statistics.- During the year, 8,618 accidents were reported, as against 7,683 in 1940. Of these, 105 were fatal, as against 118 in 1940. According to the returns furnished by employers the amount of claims paid during the year was Rs. 262,234.09, in respect of 7,072 cases. The figures for the preceding year were 6,355 cases and Rs. 220,444.87. These figures, says the report, indicate that the workers are utilising in an increasing measure, the benefits of workmen's compensation.

No new licences to undertake insurance against liability to workmen which may be incurred by employers under the Ordinance were issued during the year. 59 such licences remained in force.

Trade Unions.- During the year 41 unions applied to be registered as ~~trade unions~~ and 28 were registered. 17 out of the new ~~unions~~ were started under the aegis of the All-Ceylon Trade Union Federation and 16 of these have been registered. Also, 21 unions were either dissolved or removed from the register, thus bringing down the total number of registered unions at the end of the year to 74.

Strikes.- During the year, 13 cases of disputes or strikes in trade or industry other than on estates employing Indian labour were reported, as against 8 during the previous year. The chief cause of the strikes in most cases was alleged inadequacy of wages to meet the increased cost of living occasioned by war conditions.

Safety in Mines and Factories.- According to the reports for 1941, there were at the beginning of the year 1,664 factories in the Island. During the year 104 factories were registered and 89 were closed down, leaving at the end of the year 1,679 factories as duly licensed. 6 factories inspected during the year were reported unsafe. 10 accidents

were reported in factories during 1941, as against 19 in 1940. As a result of these accidents, 1 person was killed and 9 persons were injured. At the beginning of 1941 there were 1,197 registered mines. 2,561 new mines were registered during the year and 2,900 mines were closed down. The total number of mines at the end of the year ~~was~~ was 858. 314 mines were inspected, and 3 were found to be unsafe. 16 serious accidents were reported in which 16 persons were killed and 17 injured. In the previous year 2 persons were reported as killed and 8 injured as the result of accidents in mines. 432 persons were prosecuted ~~under the~~ during the year for various offenses under the Ordinance and 346 were convicted. A comprehensive Factories Bill, modelled on the English Act, making provision for the safety and welfare of workers in all types of factories, has passed its second reading in the State Council.

Unemployment.- During the year under review, steps were taken to devise means of affording relief in Colombo and in the adjoining districts to those who were thrown out of employment as a result of the depression in the coconut trade. The relief works in and around Colombo, employing the so-called "Colombo unemployed", were also continued during the year. The total expenditure incurred on unemployment relief was Rs. 420,300.43.

The Board of Ministers, at its meeting held on 17-6-1941, reviewed the question of general unemployment and under-employment in the country and appointed a small Standing Sub-Committee of the Board to submit detailed proposals for relief. Among the suggestions put forward by the Sub-Committee were: (1) Agricultural.- Increased irrigation facilities, extension of village expansion schemes, more intensive cultivation of lands already planted, large colonisation schemes. (2) Industrial.- Establishment of new major industries, principally in areas most affected: setting up of new cottage industries and expansion of those already existing. Government subsidies for depressed industries. (3) General.- Large relief works in urban areas. Expansion of employment in various Government Departments. Payment of transport from home to site of agricultural schemes elsewhere for those willing to leave. Local relief works in badly affected rural areas. The Board of Ministers also approved the provision of a sum of Rs. 1,000,000 to be expended on schemes recommended by the sub-committee.

A survey of the unemployment situation, as a result of the closing down of the mills manufacturing coconut products, was conducted in January, 1941, and it indicated that 231 mills, of which 175 were dealing in fibre and 56 in desiccating coconut and expressing oil, employed 13,262 persons prior to the war. Since the war, the number ~~of~~ had come down to 6,489, of whom 516 were to be discontinued. The average number employed by these mills in 1940 was 11,238. As a result of his investigations in the Colombo District, which was one of the worst affected in this respect, the Unemployment Officer came to the conclusion that, while the closure of a number of the fibre, oil and desiccating mills and stoppage of estate work in the District undoubtedly threw some labour out of employment, a very large number, even before the war, eked out a meagre existence by casual labour and "odd jobs". Relief works were started by the Government Agent, with the aid of a grant from the Sri Chandrasekera Fund, in one area where conditions were especially bad.

Employment of Indigenous Labour.- At the end of 1941, the number of non-Indian labourers employed on estates was ~~100,000~~ 100,009, of which 42,541 were resident on the estates.

Registration of the Unemployed.- The number of "unemployed" registered at the Colombo Employment Exchange during the year was 6,711, consisting of 76 professional and technical men, 1,445 clerical workers, 1,973 skilled workers, 1,314 semi-skilled workers and 1,903 unskilled workers. Of the total, 1,185 were women. The number placed in employment in 1941 was 9,071 compared to 5,936 in 1940.

The Maternity Benefits Ordinance, 1939.- The Maternity Benefits Ordinance came into operation on 29-7-1941. It provides for the payment of maternity benefits to women workers before and after confinement. The Ordinance applies to women employed on wages in any shop, mine, factory, or estate, in which 10 or more persons, other than persons whose employment is of a casual nature, are employed. Steps taken to enforce the provisions of the Ordinance on tea and rubber estates have met with success and maternity benefits to women workers are generally being paid on estates. Other establishments to which the Ordinance applies, however, do not appear to be complying with the provisions of the Ordinance.

Indian Immigrant Labour

Migration Statistics.- Throughout the year, the ban on emigration of unskilled labour from India to Ceylon remained in force, the stringency in its application with regard to estate labour being slightly modified towards the latter part of the year. The issue of certain orders by the Government of Madras on 14-5-1941 enabled immediate alleviation of distress in a considerable number of cases of ^{women} ~~men~~ and minor children, whose ~~husbands and parents were in Ceylon, and who had been held up in India and prevented from returning to their natural guardians.~~ Action was taken and relief obtained in 450 of such cases, comprising 220 women and children. ~~These Government orders also clarified the definition of dependants and further afforded relief in 547 cases of hardship for which hitherto, under the regulations, it had not been possible to obtain consideration. Further, these Government orders modified the regulations regarding the grant of exemptions in special circumstances when a visit to India was desired for urgent reasons, such as the imminent death of a close relative, the Commissioner of Labour, Madras, being empowered to grant exemption at his discretion, subject to verification of the facts submitted in each case. The number of Indian immigrants who arrived in Ceylon during the year was 68,051 (64,467 unassisted immigrants and 3,584 assisted estate labourers) compared to 56,363 (53,045 unassisted immigrants and 3,318 assisted estate labourers) of the previous year.~~

The mean Indian labour population on estates was 681,000 in 1941, as against 683,000 in the previous year. The population at the beginning of 1941 was 687,901 (211,149 men, 203,958 women and 272,794 children), at the middle of that year 684,603 (208,907 men, 201,637 women and 274,059 children), and at the end of the year 669,262 (201,016 men, 195,333 women and 272,913 children). The population, therefore, fell during the year by 18,639.

Wages At the beginning of 1940 the minimum wages applicable for a day of nine hours, including time not exceeding one hour for the mid-day meal, were as follows:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>
Up-country	Re. 0-7-10	Re. 0-6-3	Re. 0-4-8
Mid-country	0-7-6	0-5-11	0-4-6
Low-country	0-7-2	0-5-9	0-4-4

By Government Order on 23-12-1940, the rates were increased with effect from 1-2-1941, as follows:-

	Men	Women	Children
Up-country	Rs. 0-8-8	Rs. 0-6-11	Rs. 0-5-1
Mid-country	0-8-4	0-6-7	0-5-0
Low-country	0-8-0	0-6-5	0-4-10

The above rates of wages were fixed on the understanding that on all estates to which the rates were applicable clean unblended rice of good quality would be issued to each working Indian estate labourer at a rate not exceeding Rs. 4.80 a bushel, the issue of such rice being at a rate per month net less than seven-eighths of a bushel for a man, six-eighths of a bushel for a woman and five-eighth of a bushel for a child.

The law lays down only the minimum wages. Cases are known where industrious and willing workers have earned wages considerably higher than the minimum. Labourers have also opportunities to supplement their wages by cattle breeding, poultry farming, vegetable gardening and even by paddy cultivation.

Indians in South Africa:
Report of High Commissioner for 1941.*

Outstanding Events.- There were two events of outstanding interest to the Indian community in the Union during the year, says the High Commissioner for India in the Union of South Africa in his report for the year 1941. The first was the passage of the "Feetham Resolution" through the Houses of Parliament. The long delay on the part of the Union Government in implementing the report of the Feetham Commission has been a source of irritation and misgiving to Transvaal Indians. The Commission made two separate sets of recommendations. Certain blocks or areas were recommended for total and permanent exemption from the provisions of the Gold Law which prohibits the occupation of land by Asiatics in that part of the Transvaal to which it applies. In addition, certain individual stands outside these blocks were recommended for qualified and terminable exemption. The acceptance of these resolutions by the Parliament, says the report, is a clear sign of their recognition of the fact that it is no longer possible to withhold from Indians a stake in industrial Transvaal. The second important event of the year was the publication in the month of October by the Minister of the Interior of a long and detailed press summary of the findings of the Commission over which Mr. Justice Broome presided. The Commission was appointed to ascertain the facts about Indian penetration into predominantly European areas. The summary of its findings was generally recognised to be a complete exposure of the hollowness of the agitation which had developed in recent years against Indian ~~penetration~~ "penetrators".

*Annual Report of the High Commissioner for India in the Union of South Africa for the year ending 31st December 1941. Published by the Manager of Publications, Delhi. 1942. Price Re.1 or 1s.6d. pp.21.

19

On the whole, therefore, 1941 was a year in which the Indian community improved its position in a small degree. All the same, the ingrained colour prejudice of the great majority of South Africans, of both Dutch and English extraction, remains as strong as ever.

Legislative Measures: (1) The Asiatics (Transvaal Land and Trading) Amendment Act. - On 8-4-1942, the Minister of the Interior introduced a Bill to extend the Asiatics (Transvaal Land and Trading) Amendment Act, 1939, for a further period of two years, i.e., until 1-5-1943. The Act seeks to peg the position in regard to Asiatic occupation and trading in the Transvaal. The administration of this Act during the course of the year has given rise to a certain amount of friction. In general the Transvaal Indian Congress state that they have little to complain about in the Minister's attitude. There are, however, a few cases in which the Act has been used to remove Indians from sites which they have occupied or traded upon for a number of years. In these cases, it is felt that too much attention has been paid to the wishes of reactionary local authorities. The Transvaal Indian Congress has lost no opportunity of combating such decisions and in some instances the Minister has been induced to revise his view.

(2) The Motor Carrier Transportation (Amendment) Act. - This Act affected ~~two classes of business in which Natal Indians had established something of a monopoly.~~ These are (1) the provision of long distance taxis prepared to go anywhere in Natal or even further afield at short notice and (2) the private bus services in Durban catering for the city's non-European population. The position resulting from the passing of the Act may be summarised as follows: Under the Act as it stood before amendments, taxis were altogether excluded from its scope. It was found, however, that the definition of motor transport was not sufficiently precise and that many taxis, especially in Natal, were really operating as buses, running along bus routes to a schedule and competing with the regular bus services. The amending Act provides that all taxi owners must take out exemptions from the provision whereby motor transport vehicles have to obtain certificates from the Motor Transportation Board.

(3) The Factories, Machinery and Building Works Act. - The main objects of the measure, to introduce a 46 hours' week in industry, to make leave on pay compulsory and generally to ensure satisfactory working conditions in factories. The Bill evoked heated criticism from non-European sections since it contained clauses empowering the Minister for Labour to prevent "undesirable contact between members of different races". Some modifications were made in the Act as finally passed.

(4) Workmen's Compensation Act. - This important measure provides for the transfer of Workmen's Compensation from the Insurance Companies to a State Fund, and at the same time gives considerably increased benefits. Europeans, Indians and Coloured are treated alike, but there is some differentiation in the treatment of Native workmen.

(5) Railways and Harbours Pensions Amendment Act. - The object of the Bill introduced by the Minister for Railways is to provide annuities and gratuities for casual labourers and temporary employees of Railway Administration who do not contribute to a pension scheme. 57,917 persons in all are benefited of whom 8,256 are Europeans, 7,723 Coloured, 541 Indians and 41,397 Natives. Gratuities are payable to all persons who put in a total of five years and less than fifteen years service. Persons with longer service are granted annuities varying with their length of service and with their daily wage at the date of retirement. The Bill was welcomed by all parties. There is no differentiation on the ground of race but as Europeans are generally on the higher scale of wages, they will also generally qualify for the higher scale of annuities.

20

Durban City Council's 8-year Housing Scheme. - During January, 1941, the High Commissioner's attention was drawn to a proposal of the Durban City Council to acquire compulsorily certain Indian owned property in the Sydenham and Riverside districts by making use of the provisions of the Housing Act of 1920 as amended by Act 31 of 1936. They state that the proposed acquisition forms part of an eight-year housing scheme costing £5.5 million and involving the erection of 3,350 sub-economic and 5,124 economic houses. Over £2 million is to be spent on Indian housing in the Springfield and Morebank Wentworth areas. It was clear that what the City Council had in mind is a policy of segregation. The Indian representatives asked for time to consider the scheme, as it was clear that there was some difference of opinion amongst them as to its merits.

Conditions of Work in Natal Sugar Industry. - Early in 1941 the Minister of Labour announced the appointment of a Wage Board to investigate conditions in the sugar industry. The demands of the Natal Sugar Employees' Union were:- (1) a 10s. per month all round rise; (2) improved quarters and rations; (3) any settlement to take place retrospectively from 1st September 1940; and (4) recognition of the Union. Conciliation having failed, the Secretary for Labour, arbitrated in the dispute. His findings was that a 10/- monthly increase should be granted to Indians and Native adult male employees in the ~~max~~ mills and refinery. In the case of Native and Indian male employees under the age of 18 years and of female employees ~~the employees~~ the increase is to be 5/- monthly. These wage increases were to take effect from 1-9-1941. It was further agreed that the ~~determination of the Wage Board~~, when it is promulgated will also have effect from 1-9-1941, and that any adjustment of wages necessary in consequence of that determination will be made and accepted by the parties. ~~The arbitrator thus granted the workers their minimum demand.~~

Indian Municipal Employees, Durban. - The Durban City Council with effect from 1-8-1941 has amended the grading of Indians in its employ~~ment~~. The new grades implement the determination of the Wage Board. The new minimum is £.4/6/8 per month, but deductions of 13/- per month for rations and 8/8d. per month for quarters are to be made when these are supplied. The old minimum was £1/10/- per month with free rations and quarters.

Indian Cane Growers in Natal. - The Minister of Commerce and Industries, as the result of representations made by the ~~National~~ Natal and Indian Cane-growers Association, directed the Board of Trade and Industries to investigate the position of the non-Europeans in the South African Sugar Industry. The Association's grievance was that under the Sugar Act of 1936, non-European growers were excluded from the term "growers", the reason given being the lack of organisation among the non-European growers. That lack has now been remedied and the Association has in its membership an overwhelming majority of Indian cane-growers. Owing to this exclusion the Natal Indian Cane-growers Association has no direct say in the framing or revision of any agreement or a right to participate in a conference called for that purpose. It has also no representation on the South African Sugar Industries Association or on the Sugar Industry Central Board. They asked that this state of affairs should be remedied. It was pointed out that it was very difficult to discuss the question of standard of living of Indian cane-growers in general terms, but the figure of £10 a month, exclusive of rent, was suggested as the minimum on which an Indian grower with a family consisting of his wife and four children could possibly live. They therefore asked that as soon as possible all racial differentiation in the Sugar Act and Agreement should be eliminated and that in the industry economic factors alone and not the race or colour of the grower should be determining factor. The Board had not finished the enquiry at the end of the year.

Assisted Emigration Scheme.- No Indians have been repatriated under the Assisted Emigration Scheme in the course of the year. ✓

Indian Labourers for Ceylon Estates:
Request from Ceylon Government. ✓

It is understood that the Ceylon Government has asked for labourers from India to increase the output of rubber plantations as a war measure. At present the emigration of labour to Ceylon is banned. As the various attempts made for an Indo-Ceylon agreement regarding the rights of Indians in Ceylon have not been successful, the ban on the emigration of Indian labour to Ceylon continues. The new proposal stands on a somewhat different footing in that it is made in the interests of the war effort of the United Nations. The views of the Madras Government are to be ascertained on the Ceylon proposal, and thereafter the Government of India will decide whether the required labour can be supplied and, if so, on what conditions.

(The Statesman, 19-12-1942.) ✓

The Bunding and Dry Farming Development Scheme:
Bombay Government Takes Further Steps. ✓

Measures have been taken by the Bombay Government further to advance the bunding and the dry farming survey and development scheme sanctioned some two years ago. The scheme which was sanctioned for three years, provided for specialised study of large bunding projects in typical areas; extension of dry farming methods, including bunding, in the Bijapur District and the Deccan; and the training of villagers in bunding operations. It also provided for a subsidy to cultivators who cooperated in the improved methods advocated by it, particularly in bunding projects. The scheme has been in progress for nearly 18 months and some changes in the organisation have been found advisable. The scheme, as now revised, will extend until February, 1945, and the total outlay will be nearly 441,000. In view of the establishment of Sir Cusrow Wadia Trust Fund for financing assistance in "village development projects", it has been decided to remove the provision made in the original scheme for subsidies to cultivators. Such subsidies will, in future, be restricted to approved village developmental projects assisted from the Sir Cusrow Wadia Trust Fund.

(Press Note of the Director of
Information, Bombay, dated 4-12-1942.) ✓

The Orissa Tenancy (Amendment) Bill, 1942.

The Orissa Tenancy (Amendment) Bill, 1942, was introduced in the local Legislative Assembly by the Orissa Government on 2-11-1942. The statement of objects and reasons appended to the Bill says: The sad lot of poor labouring classes, who in most cases, are mere under-raiyats, is too well-known when they are rejected by their landlords. The object of such a Bill is to provide a permanent home for them. Again in paying rents, the co-sharers of a holding are often harassed when a certain co-sharer, having larger share or interest in the holding, chooses to default wilfully or in collusion with the landlord. Hence it is provided here for the splitting up of their holding with separate accounts. Then again in Rent Execution Cases, when the holding is already sold away in auction, any other person having interest in the holding than the judgment-debtor has been debarred from depositing the decretal amount - a principle which is highly prejudicial to the interest of the mortgagees or purchasers. So it has been necessary to give them a chance for safeguarding their interests if they so desire.

(The Orissa Gazette, Part XI, dated
4-12-1942, pages 121-122.) ✓

28

NAVIGATION

The Bombay Ferries (Amendment) Act, 1942. ✓

The Bombay Government has introduced certain amendments to the Bombay Ferries Act, 1968. In recent years, says a statement published together with the amendments, there have been some serious accidents to ferries and other craft plying in inland waters. The most serious of these was the beating accident at Surat on 12-8-1938 which involved a loss of nearly 80 lives. The Committee appointed by Government to investigate the causes of this tragedy made various recommendations to prevent a recurrence of such accidents. The proposed amendments to the Act aim at instituting better control over vessels plying on any river, stream, creek, tank, lake or other collection of water affording passage for a vessel, so as to prevent the recurrence of such accidents as far as possible. They also provide for certain consequential and other minor amendments.

(The Bombay Government Gazette, Part IV,
dated 2-12-1942, pages 304-309.) ✓

A

his lease within a ~~month~~ specified period, which in the United Kingdom was three months. Other connected matters were the absence in some instances of any equitable basis of compensation for requisitioned property, the delays that occur in deciding on the compensation payable in individual cases and the ~~delay~~ payment of the compensation once it was decided.

Viceroy's Address.- The Viceroy, in his opening address, reviewed the main political and economic problems before the country; the salient features of the address are noticed below:

Excess Profits Tax.- The policy of the Government of India in regard to the rates of excess profits tax in this country has been markedly more generous than in some parts of the Empire, or in the United Kingdom. For its effect is to leave to an enterprise in this country, subject of course to income-tax and super-tax, one-third of the excess profits, in addition to the whole of the profits of the most favourable standard period or, in the case of new concerns, a generous percentage on the invested capital. In the conditions created by a total war the incentive thus left to private enterprise is very real; it is as great as could reasonably be expected. And arrangements exist under which a rebate of excess profits tax to be paid after the war can be obtained by depositing twice the amount of the rebate with Government at two per cent. interest for the period of the war and one year after it. Urging the industrialists to utilise these concessions to the full, he said that by doing so not only will they benefit themselves, but they will also help to achieve the immobilisation for the period of the war of as much as possible of the excess profits earned ~~during the war, and so to reduce the pressure of enhanced purchasing~~ power on the general price level; and they will in that way make a material contribution to the country's interest.

Inflation and Saving.- In this connection, he referred to the risk of an inflationary rise of prices. It is one in which responsibility lies as heavily on the public as it does on the Government. Production must continue at maximum intensity, and must expand wherever possible in the interests of the war effort. But that inevitably means the existence in the country of a great and continually growing volume of purchasing power since payment for everything that is produced must be made in Rupees in India, whether the expenditure is incurred on Indian account or on account of His Majesty's Government or for the purpose of reciprocal aid to the forces of the United States of America stationed here. For a solution of this difficult and important problem the Government must be able to rely on the utmost assistance, co-operation and support from the non-official world. He also urged the necessity for small savings playing their part. During the three and quarter years since the war started the small savers' contribution to the return, as savings, of a portion of the vast volume of purchasing capacity which the war and supply activities of the country are placing in the hands of the people has been of negligible importance. That is far from a healthy state of affairs. Personal interest and active propaganda can do much to better it. He appealed to all employers of labour to organise, encourage and assist their employees to save, and to conserve their savings, through the various avenues which the Government of India have provided for the purpose.

Food Problems.- Dealing with food problems, he said that the creation of the new Department of Food will, before very long, effect some improvement in the situation. Close study of the cause of the present apparent shortages and the high prices which are evident in many centres suggests that though India has, of course, been deprived of its accustomed rice imports from Burma, the difficulties of the present situation are due less to any real deficiency of supplies than to the mental reactions of great sections of *the*

community to the abnormal times. The greatly increased ~~calls~~ calls made on the transport system of the country for defence purposes, reduce its ability to do all that it did in pre-war days for the movement of civil supplies. But, since August 1942, the railways have allowed priority to the transport of food-grains, and in this respect there is now considerably less delay and dislocation than were reported to be prevailing five or six months ago. Nevertheless during recent months the supply situation has grown more acute and prices have risen with increased rapidity. It is sometimes suggested that the present troubles are due to the policy of price and movement controls adopted by the Government of India, and by various Provincial and State Governments, and that, if trade were left free from restriction, the interaction of supply and demand would result in commodities finding their way where they were most needed, and a price level determined by normal forces. This argument, though plausible, is unsound. The control of supplies and prices has been found necessary by practically every administration in the world to-day. No one is more disinclined to embark upon the perilous and difficult task of control than a Government. For Governments know all too well the troubles and anxieties that control brings with it, and in experience they have recourse to this policy when, and only when, the operation of uncontrolled economic forces has produced a situation which can no longer be permitted to continue unchecked. And to remove control is not ~~to~~ the solution of the present difficulties. On the contrary the proper course may probably lie in the direction of ~~any~~ extension of control to a wide range of articles, and of a more direct participation by Government themselves in the actual procurement and distribution of supplies.

Difficulties of Control. - The Wheat Control Order, the Regional Price and Supply Boards, the Foodgrains Control Order, the Grow More Food Campaign, are all evidence of the anxiety of the Government to deal with the most important problem of food. In the matter of price control much has been done. More still may have to be attempted. The existence of black markets is well known. But while there may not have been full success in enforcing maximum prices, the prescription of such prices had a very real and immediate value, to the extent that it has served to retard the rate of price increase over the whole range of the commodity controlled. But whatever policy is adopted, or whatever measures are put into force, no lasting success can be hoped for without the wholehearted co-operation of the whole body of the community. If the workers in the transport and communication systems, the war industries, and the essential services, cannot be provided with the wherewithal to live at a price within their means, the war effort will be crippled and the country itself exposed to grave dangers. It is more essential now than ever that every citizen should sink his individual interests in the common cause and realize that, if he concentrates on serving himself alone, he is endangering not only the stability of the whole community but his personal security as well.

Activities of Supply Department. - In the field of supply, India has made a contribution of outstanding importance and value and nothing will be left undone to ensure that during the remainder of the war the upward curve of improvement and of development shall be maintained. For the first six months of the war the value of contracts placed was approximately 290 million. For the six months from April to October 1942, it was 1,370 million. Over the whole period to the end of October 1942 it has been no less than 4,280 million. And those figures exclude the value of the work done in the ordnance factories, which is, in itself, very considerable. They include only the contracts actually placed through the purchase branch. During the last year, progress with the Roger Mission projects has been satisfactory. It is hoped that the Roger Mission programme as a whole will be getting into production from the

early months of 1943 onwards. The preparatory work in India has been ahead of the receipt of plant and equipment from abroad. The flow of munitions components from trade workshops is maintained. The magnitude of India's effort in respect of munitions and engineering stores is now shown by the tightness of key materials such as steel, of which very considerable imports are expected from the United States. Further important schemes for the expansion of steel production have been approved. On the general stores side, the measures to double the production of filature-reeled silk are well in hand, and the production of statichutes on a substantial scale is established. The production of web equipment, which was nil before the war now stands at about 200,000 sets a month, and unless the demand decreases it will be doubled in the course of 1943. The possibility of expanding the chemicals industry is under active consideration. Ship construction has been amalgamated with ship repairs, and a new Director-General established at Bombay to deal with both activities.

Assistance from U.S.A.- The year has, in the supply field, been one of steady progress and during its course there was the visit of the American Technical Mission. The far reaching scheme of industrial expansion recommended by the Mission would, if accepted in full, have involved, the earliest supply to India by the United States of large quantities of materials and equipment, and of large numbers of technical personnel. The United States Government has found it impossible to implement this programme in full in present conditions. But they have offered to consider any projects which are essential for the war effort, and to which the Government of India attach particular importance; India is already receiving very significant assistance from the United States in the form of materials, machinery and plant.

(The Amrita Bazar Patrika, 19-12-1942
and the Hindu, 18-12-1942.)

Resolutions: ^{more important} A summary of the resolutions adopted at the meeting is given below:-

(1) Paper Shortage.- In connection with the recent Government of India's Order appropriating 90 per cent. of India's paper production for its own use, the meeting drew the attention of the Government to the disproportionate reservation made for Government purposes and the entirely inadequate provision for civilian consumption, in particular for the essential war requirements of commerce and industry, and urged Government to allow at least 30 per cent. of the mills' total production to be supplied to the general market.

(2) Import Trade Control.- ^{Another} ~~The next~~ resolution stated that, while recognising the imperative need for the control of imports into India as a means of conserving shipping space and for other reasons, the Association was of opinion that the present system of control in India and more particularly its administrative calls for early investigation and overhaul with a view to the removal of the serious impediments to legitimate and essential business to which the system gives rise.

(3) Post-War Reconstruction.- By another resolution the Association urged the Government of India to give early and careful consideration to post-war reconstruction problems and to formulate long-term trade and industrial policies to be placed before its Post-war Reconstruction Committee. The Association pointed out that special consideration should be given to the proposals made for the control of international trade in the report of the London Chamber of Commerce provided that any such proposals were not allowed to interfere with the primary tasks of Government to prosecute the war.

(The Hindu, 18-12-1942.)

28

10th Annual General Meeting of Employers' Federation of India,
Calcutta, 18-12-1942. ✓

The 10th Annual general meeting of the Employers' Federation of India was held on 18-12-1942, Sir Henry Richardson presiding in the absence of Sir Ardeshir Dalal. Sir Henry Richardson read the presidential address of Sir Ardeshir Dalal. The main features of Sir Ardeshir's speech are noticed below:-

Political Situation.- The political outlook in India is still unfortunately very gloomy and clouded. A state of deadlock has been reached which the efforts of the best well-wishers of the country at home and abroad have failed to resolve. Without wishing to apportion blame to any side, employers in common with others who have the welfare and prosperity of the country at heart, would cordially desire to see an end to this stalemate and stagnation which, while impairing the war effort, bodes no good in the post-war world to the relationship between the different parties concerned in the dispute.

War and Indian Industries.- Referring to the expenditure of Rs. 300 million a month on military and war supply activities, Sir Ardeshir said that it had helped the expansion of the existing industries and the development of new ones. It had converted India from a debtor to a creditor country and had led to heavy currency expansion and to a large all-round increase in prices with its repercussions on labour and their wages.

Dearness Allowance.- Referring to dearness allowances, the President observed: "The majority of employers have attempted to keep pace with these increases by the grant of dearness allowances. The dearness allowance to mill labour in Bombay is Rs. 17-5 for the month of November, and in the case of Ahmedabad it is still higher. But there is no end to the process. Such abnormal increases in wages must necessarily be reflected in costs and prices and lead to inflation. A time has come to call a halt to the further progress of this vicious spiral. A suggestion has been made that dearness allowances should not entirely be concerned with the purely monetary aspect, but should involve also an extension by the employers of their activities in ensuring to the workers supplies of essentials at reasonable prices much below those which are current in the bazaars today. This suggestion, he pointed out, has much to commend it and deserves the careful consideration of all the employing interests concerned, and it could only be effective if the majority of the employers co-operated. Such co-operation would incidentally enable them to buy food-stuffs at reasonable rates and distribute them at the minimum cost; but the co-operation of the Government was also essential for this purpose and the most carefully devised schemes were likely to be frustrated if food grains were not available when required owing to transport or other difficulties. The most serious problem before employers and labour as well as Government today is that of food supply. Employers, he said, welcomed the formation of a separate department to deal with this question. Some of the existing difficulties appear to have been caused by over centralisation of the administrative machinery, and it is felt that greater decentralisation and enlistment of non-official agencies for distribution might help in avoiding a part of the present difficulties. He urged that the question of the supply of "standard cloth" should be dealt with without further delay and that the co-operation of non-official agencies should be enlisted in the distribution of such cloth.

Labour Problems.- Sir Ardeshir referred to the institution of a tripartite conference, consisting of representatives of the Central and Provincial Governments and the States on the one hand and those of employers and labour on the other as the most important event in the

field of labour reform during the year and hoped that in course of time its functions and responsibilities would be developed and enlarged until it reached the status of a full-fledged Industrial Council. On the question of the recognition of trade unions, Sir Ardeshir pointed out that the Federation had expressed the view that, while compulsory recognition was not desirable, employers would welcome the formation of representative and responsible trade unions as proper channels of contact and communication between them and labour and indicated certain essential conditions which such trade unions should fulfil for the purpose of recognition.

Office-bearers for 1943.- Sir Ardeshir Dalal was reappointed President for the year 1943. Sir Henry Richardson, Mr. R. Menzies and Dewan Bahadur Ratnasabhpati Mudaliar were appointed Deputy Presidents for the year 1943.

(The Statesman and Amrita Bazar Patrika, 20-12-1942.)

50

SOCIAL POLICY IN WAR TIME

Hours

Exemption of Cotton Spinning and Weaving Mills in Delhi and Ajmer-Merwara from Section 34 of the Factories Act. ✓

The Government of India has, in view of "a public emergency" which has arisen in connection with the production of cloth, gazetted that all cotton spinning and weaving factories in Delhi and Ajmer-Merwara have been exempted from Section 34 of the Factories Act for the duration of the war.

(Notification No. L1882 dated 30-11-1942:
The Gazette of India, Part I, Section I,
dated 5-12-1942, page 1793.) ✓

Exemption from Section 34 of the Factories Act in Bengal. ✓

The Bengal Government has issued a notification exempting for the duration of the war, all cotton spinning and weaving mills and factories in the Province from the provisions of Section 34 of the Factories Act.

(Notification No. 6396 Com. dated
21-12-1942; The Calcutta Gazette, Part I,
dated 31-12-1942, page 2875.) ✓ ✓

31

Wages

Deductions from Wages of Municipal Servants in Central Provinces:
Proposed Byelaws.

Several Municipalities, Notified Areas, and Local Boards in the Central Provinces and Berar propose introducing bye-laws to regulate deductions from wages of their employees. The bye-laws stipulates that the salary of an officer or servant shall, subject to certain permissible deductions, be paid to him without any deductions. The deductions which are permissible are (a) Departmental fines; (b) deductions for absence from duty; (c) deductions for damage to or loss of goods expressly entrusted to the employee for custody or for loss of money for which he is required to account, where such damage or loss is directly attributable to his neglect or default; (d) deductions on account of rent of municipal quarters occupied by the employee; (e) deductions for amenities, provided, and services rendered, by the committee; (f) deductions for recovery of advances or for adjustment of overpayments of salaries; (g) deductions on account of security deposits; (h) deductions of income-tax payable; (i) deductions required to be made by order of a court or other authority competent to make such order; (j) deductions for subscriptions to, and for repayment of advances from, any provident fund; and (k) deductions for repayments of loan taken from a co-operative society approved by the committee, provided that the employee has given an authority, in writing, to the secretary of the committee to do so.

(The Central Provinces and Berar Gazette, Part III, dated 4-12-1942, page 1209.)

War Dear Food Allowance for Cawnpore Workers.

In the Notice (War Dear Food Allowance (No. 4) 1942) dated 11-8-1942, issued by the Employers' Association of Northern India (vide pages 22 to 24 of our August 1942 report) a sliding scale to cover cost of living index figures from 201 to 220 was sanctioned, and it was intimated that should the cost of living index figure rise beyond 220 points the matter would receive further consideration. The cost of living index figures having risen ~~xxx~~ above 220 points in November, 1942, the Association again considered the matter and announced in a notice dated 26-11-1942 that the sliding scale of war dear food allowance applicable between 201 and 220 points will also apply to cost of living index numbers up to 240. Should the cost of living index figure exceed that number, then the matter is again to be considered. It is also notified that the same terms and conditions, as detailed in the previous notices issued by the Association in regard to war dear food allowance, will continue to apply.

(Communication dated 25-11-1942 from the Employers' Association of Northern India, Cawnpore.)

Pre-War Standards to be Maintained:
Workers' demands for adequate Dearness Allowance.

Addressing a meeting of jute, oil and petrol workers at Goalpara, Calcutta, on 17-12-1942, Mr. R.S. Nimbkar, Labour Welfare Officer to the Government of India, said that the Government of India definitely desired that workers in industries should receive adequate dearness allowance and profit sharing bonus to compensate for the rise in the

✓

32

cost of living during the present war period. Mr. Nimbkar assured the workers of the concern of the Government of India to arrange for adequate supply of foodstuffs at reasonable prices and also for A.R.P. arrangements in factories. He urged them to concentrate on production in order to win the war, which was being waged by the workers on the industrial front, as much as by fighting units on the military front.

(The Times of India, 19-12-1942.)

The workers' demands in respect of dearness allowance was enunciated by Mr. Jannadas M. Mehta, M.L.A. (Central), President of the Indian Federation of Labour at a meeting of the Chromepet-Pallavaram Tanneries Workers' Union held at Chromepet, Madras, on 25-12-1942. He said it was the duty of the trade unions to fight primarily, for the present at any rate, that at least their pre-war standards might be maintained. He had, therefore, requested the Governor-General, the Labour Department and the labour conferences to bear in mind that the only real test of the adequacy of dearness allowance was whether it neutralised the effect of the rise in the cost of living. Dearness allowance granted on this basis would enable them to buy what they were getting before the war. This principle has been accepted by the Standing Committee of the Tripartite Labour Conference which met recently at New Delhi. He also demanded that steps should be taken to stamp out 'black markets' in order that stocks might be available at controlled rates.

(The Hindu, 26-12-1942.).

Employment

Technical Unit of the Indian Civil Pioneer Force Formed.

A new unit of the Indian Civil Pioneer Force composed of trained technicians is to be formed shortly. Arrangements are in train for the recruitment of the required number of men who will be enrolled and sent to one of the training centres of the Labour Department's technical training scheme. There they will be trained as machinists, fitters, turners, welders, etc., and while under training will receive free quarters and rations and the stipend paid to ordinary trainees under the technical training scheme. On completing their training they will be employed in the new unit on wages similar to those in force in Ordnance Factories.

Like the other units of the force, the Technical Unit will be liable to be called upon for service in any part of India on any of the miscellaneous duties connected with the defence of the country for which a disciplined force of workers may be needed. As the name of the unit suggests, they will however be put on to tasks for which their skill and training fits them best.

(Unofficial note of the Principal Information Officer, Government of India, 21-11-1942.)

Industrial Disputes

Lockout in Nizam's State Railway.

The Nizam's State Railway Employees Union have been appealing to the Railway Administration and the Government for the redress of their grievances for several months. But receiving no attention after repeated representation, they submitted a memorandum to the Government setting forth their demands, the most important among them being a permanent wage increase of 35 per cent. in salaries up to Rs. 100, grant of adequate dearness allowance, improvement of service conditions and removal of corruption among the supervising staff. Thereupon the Government appointed in January 1942 an Enquiry Committee which concluded its sitting in June 1942. Nothing substantial came of the enquiry as the workers' demands were mostly turned down. Even the question of recognition of the Union was rejected as one to be taken up by the Administration. Further negotiation between the Union and the Administration ~~authorities~~ and connected points proved equally fruitless.

On 9-12-1942, the Chief office-bearers of the Union, namely, the President, the Vice-President and the General Secretary were arrested. A government press note explaining this action said that the persons were responsible for creating a situation inconsistent with the preservation of public tranquillity. The workers demonstrated their protest against the arrests by a stay-in-strike. The same evening (9-12-1942) a lockout was declared.

At a general body meeting of the Union on 28-11-1942, the workers ~~have~~ ~~unanimously~~ ~~passed~~ ~~resolutions~~ expressing willingness to resume work if the following four demands are satisfied: (1) An immediate increase of 50 per cent. on the present salaries. (2) Adequate increase in the present 'dearness' allowance. The dearness allowance should be at a uniform rate at Headquarters and on the line. (3) Cheap cloth and grain shops should be opened at all centres of the Railway allowing credit system. (4) Immediate and unconditional release of their leaders.

(Extracted from a Note dated 18-12-1942 forwarded to this Office by the Executive Committee of the N.S. Rly. Employees' Union, and Hindu dated 11-12-42).

Labour Welfare

Provision of Stocks of Wheat Flour in Industrial Areas.

With a view to maintain supplies and services essential to the life of the community, the Government of Bengal has issued an Order to regulate the production and distribution of atta and flour in Calcutta and the neighbouring industrial area. The Order requires the authorities of a flour or atta mill situated within Calcutta or the neighbouring industrial area to submit on the first day of each week to the Controller of Civil Supplies, Calcutta, a true and accurate statement of the total quantities of each wheat product produced in his mill in course of the preceding week, to reserve twenty-five per cent. of the total products mentioned in the statement, in the shape of standard qualities of ~~atta, xxxxxxxxxx~~ ~~atta~~ and to sell the portion so reserved to persons authorised to purchase the said products by formal written delivery orders issued by the Controller of Civil Supplies, Calcutta.

(Order No. 8389 CS dated 27-11-1942:
The Calcutta Gazette, Part I, dated
page 2732.)

34

Control Measures

The Bihar Foodgrains (Futures and Options) Prohibition) Order, 1942. ✓

The Bihar Government has, on 21-12-1942, issued the Bihar Foodgrains (Futures and Options Prohibition) Order, 1942, by which no person is to enter into any futures in foodgrain or pay or advance or receive, or agree to pay or advance or receive any margin relating to any such futures; or enter into any options in foodgrain. All futures and options in foodgrain entered into before the commencement of this Order and outstanding wholly or partly for settlement are declared void. The Foodgrains referred to are; paddy, rice, wheat, gram, pulses of all kinds, barley, maize and mustard seeds.

The order comes into force at once.

(The Bihar Gazette Extraordinary
dated 21-12-1942.) +

The Baluchistan House Rent Control Order, 1942.

The Chief Commissioner, Baluchistan, has gazetted on 14-12-1942 the Baluchistan House Rent Control Order, 1942, by which landlords in the Province are forbidden to demand from their tenants house rents in excess of what may be fixed by the District Magistrate.

(The Gazette of India Part II-A, dated
26-12-1942, page 658.) -

Control of Rice Export from Delhi.

The Chief Commissioner, Delhi, has issued an Order on 26-11-1942 that with effect from that date no rice shall be moved by road, rail or river outside the province of Delhi, except under a permit from the District Magistrate, Delhi.

(Notification No. F (19)/42-General dated
26-11-1942, The Gazette of India Part II-A
dated 5-12-1942, page 628.) - ✓

The Bihar Rice Control Order, 1942.

The Bihar Government has, on 26-12-1942, gazetted the Bihar Rice Control Order, 1942, which stipulates that every dealer shall comply with such directions regarding the purchase, sale or distribution of paddy and rice as may be given to him by the Chief Controller of Prices and Supplies, Bihar. The Controller may, from time to time, allot quotas for the requirements of any specified area, or of any specified market, and issue directions to any dealer or owner or manager of a rice mill to supply paddy and rice to such areas or markets in such manner as may be specified by him. Every dealer or owner or manager of a rice mill shall, notwithstanding any existing agreement with any other person, give priority to and comply with any directions issued to him by the Controller.

(Notification No. 5105-P.C., dated 26-12-
The Bihar Gazette Extraordinary dated
26-12-1942). + ✓

Control of Export of Foodstuffs in Bihar.

On 26-12-1942 the Bihar Government issued a notification to the effect that no person shall export or carry by rail, river or road, any quantity of any of the following foodstuffs:- paddy; rice; wheat; wheat products; gram; pulses, husked and unhusked (whole split); sugarcandy; salt; ~~kerasani oil~~ from any district in the province of Bihar to any place outside that district or outside the province except with the written permission of the Chief Controller of Prices and Supplies, Bihar, with effect from the 26th December 1942.

[Notification No. 5106-P.C., dated 26-12-1942,
The Bihar Gazette Extraordinary dated 26-12-1942)

A similar order has been issued with respect to the export of sugar ~~also~~ already by the Government of Bihar (Notification No. 5107-P.C., dated 26-12-1942).

Standard Cloth for the Poor:
Textile Advisory Panel adopts Scheme.

Reference was made in our November 1942 report to the scheme initiated by the Government of India for the manufacture of standard cloth at cheap prices for the use of the poor and middle-classes during war-time (vide page 38, November 1942 report). The broad outlines of the all-India scheme evolved in this connection were decided by the Textile Advisory Panel in consultation with the co-opted members representing the industry in various parts of the country at its adjourned meeting held at Bombay on 10-12-1942, the Hon'ble Mr. N.R. Sarker, Commerce Member, presiding. Details of the scheme are given below:-

Small Profits and Uniform Varieties and Prices.- According to the present plans, standard cloth will consist of dhoties, sarees and shirting, each in three different varieties. It will be sold at a price giving only a small margin of profit to the manufacturer and to the distributor. The selling prices will be reviewed every quarter in order to adjust them to the fluctuations in the cost of production and will be uniform throughout the country. In order to achieve this objective, the millowners will be requested to bear the transport and incidental charges.

A central organisation for the production and distribution of standard cloth will be set up in Bombay on the lines of the Textile Advisory Panel. The members of the Panel, as well as the Central Government, will be represented. This body will place indents with the manufacturers and allocate quotas to the consuming provinces on a population basis. The cloth will be distributed through the respective provincial organisations which will be under the supervision of a Committee consisting of members of the Panel drawn from the respective provinces, prominent citizens, and the nominees of the provincial Governments.

The provincial Governments will be given the choice of undertaking the financial responsibility involved in the marketing of standard cloth or entrusting it to a guaranteed broker who will be given a commission. This is meant to protect the industry against a possible slump in prices or marketing difficulties. In any case, arrangements for the distribution of standard cloth will be directly supervised by the provincial branch of the central organisation. It is learnt that the Government of Bombay propose to undertake the responsibility instead of appointing a guaranteed broker for the purpose. There will be district branches under the direct supervision of the provincial organisations. These branches will be managed by a committee consisting of the citizens' representatives, including nominees

of merchants and Government officials. The task before these branches will be to make available standard cloth even in the remotest village at the same price at which it is sold in the producing centre.

Interim Arrangements.- It is felt that some time will have to elapse before this elaborate machinery is set up; but the next meeting of the Textile Advisory Panel will be called in January 1943 to give effect to the scheme so that the necessary arrangements can be completed before the end of February 1943. Pending the detailed arrangements for working out the scheme on an all-India basis, the cotton textile industry will execute the initial order placed by the Government of India, on behalf of certain provinces and Indian States, for 15,000,000 yards inclusive of 2,400,000 indented by the Government of Bombay to meet the immediate requirements of the rural population in the province.

(The Times of India, 12-12-1942)..

Government of Madras to make separate arrangements:
Concern of Handloom Weavers.

The Madras Government, it is learnt, are not participating in the working of the Government of India scheme for the supply of standard cloth from mills in Upper India, as they hold the view strongly that it is calculated to enter into competition with handloom products. Enquiries in authoritative quarters reveal that the Madras Government are evolving a scheme of their own for production of standard cloth in sufficient quantity through handloom weavers. It is stated that a few mills have already undertaken to provide yarn for the purpose.

(The Hindu, 30-12-1942)..

Control of Export of Foodgrains from Sind.

The Sind Government has issued a notification prohibiting the export by road, river, rail or sea of foodstuffs like wheat and wheat products, gram, bajras, jowar from the Province except under a permit of the Deputy Chief Controller of Prices, Sind.

(Notifications No. P.C.-150/42, dated 17-12-1942;
P.C.-95/42-1, dated 21-12-1942;
and P.C.-180/42, dated 22-12-1942.

The Sind Government Gazettes Extraordinary,
dated 17, 21 and 22-12-1942)..

Control of Excess Profits in War Contracts:
Tender System being replaced by Settlement
by Negotiation.

In the course of his opening speech before the second meeting of the Advisory Panel of Accountants held at New Delhi on 7-12-1942, Sir Jeremy Raisman, Finance Member, Government of India, made a reference to the efforts made by the Government of India to prevent excessive profits out of war contracts. The main points brought out by the Finance Member are briefly noticed below:-

Referring to the stores-purchase transactions of the Government of India, he said that the loss of Hong Kong and Malaya and other Far Eastern countries has brought out clearly the importance of India as an arsenal for the United Nations and has emphasised the necessity of increasing the volume and variety of supplies which she is sending to the various theatres of war. As a result, the demand for goods is becoming more pressing day by day and the range of articles over which those demands are in excess of available supplies is constantly becoming wider. The Government has often to reserve a very large portion, if not the whole of the capacity of any industry, for its own needs, and the field in which the statutory and executive control of the Government over the sources of available supplies is exercised is becoming ever more extensive. The result of all these factors is that the method of inviting tenders and making contracts on the basis of those tenders is being progressively replaced by a system of settlement by negotiation, and this has brought with it new and complex problems.

Explaining the methods used for prevention of excessive profits, he said: "Not the least difficult of these problems is so to conduct supply operations as to prevent the accrual of excessive profits out of war contract. In this sphere the Government's efforts have been directed primarily towards evolving a system whereby it can arrive at a "reasonable and fair price" and, though complete success has not been achieved, the Government has ~~made~~ made some progress. In this connection, the method by which fixed prices are verified by reference to the accounts of the contractors and the relating of the amount of profit to the capital employed in the business may be mentioned. In the last resort, the statutory powers which the Government has acquired, by which it can order work to be carried out compulsorily at fixed prices, may have to be employed, but this method is naturally reserved for cases of extreme recalcitrance."

"These devices have been of considerable help, but cannot alone achieve that position whereby, in a total war, every interest is subordinated to the common end of overcoming the enemy. It is widely felt that excessive profits made out of war contracts are anti-social gains. A well-informed and enlightened public opinion can bring pressure to bear in this direction. It is equally desirable that Industry itself should be able properly to appreciate the methods which we have adopted and independently to gauge their value and worth".

(The Statesman, 9-12-1942).+

The Factories Control of Production Order, 1942.

The Government of India has, on 4-12-1942, issued under the Defence of India Rules, the Factories Control of Production Order, 1942, providing that all the factories in the country, except those belonging to the Crown, engaged in the production or fabrication of metal or in any engineering work, shall be under the control of the Director General of Munitions Production, Calcutta. The Controller may, if he thinks it necessary, for the efficient prosecution of the war, (a) prohibit any factory from carrying out any scheduled work otherwise than in accordance with a general or special order issued by him; (b) require any factory to undertake any scheduled work. The list of "scheduled Work" appended to the Order in a separate Schedule includes 23 occupations, the more important of which are: ship-building or repairing; wagon-building or repairing; galvanising; ~~xxxxxxxxxxxx~~ pressing; oxy-acetylene welding; arc welding; iron casting and steel casting.

(Notification No. 1161.- dated 4-12-1942 of the Department of Supply. The Gazette of India Extraordinary, dated 5-12-1942.)+

Production

38

The Bombay Power Alcohol and Petroleum Act, 1942.

The Bombay Government has adopted the Bombay Power Alcohol and Petroleum Act, 1942, coming into force in the Province on dates to be notified later. In a statement of objects and reasons appended to the Act, the Government says that the question of manufacture of power alcohol from molasses for admixture with straight petrol as motor fuel has been engaging its attention for a long time. Owing to petrol rationing recently introduced by the Government of India, the question of manufacture of power alcohol has been receiving the attention of several firms. It has been decided, therefore, that the manufacture and distribution of power alcohol mixed with straight petrol by private companies should be encouraged with a view to the establishment of a supplementary industry and for the immediate purposes of conserving supplies of straight petrol for defence requirements. Provision has, therefore, been made in this Act for the regulation and control of the production and distribution of power alcohol.

(The Bombay Government Gazette Part IV,
dated 17-12-1942, pages 315-324.) ✓

Industrial Expansion in Ceylon.

The war has given a great impetus to Ceylon's industrial development. Sponsored by the Government, a number of new industries started before the war are now enjoying a boom. Plywood boards and coir products are in great demand for carrying overseas Ceylon's tea and copra. The recently opened boot factory is working at full pressure to meet local defence needs; so also the hat factory. Other big factories are also working at top speed.

Efforts are being made to tap Crown forests for wild cinchona, which will yield about 1½ to 2 per cent. of recoverable quinine. The quinine factory will begin work by the end of December. In a few months more, the acetic acid factory situated in the north-western province will probably come into operation with an output of about 100 tons with the possibility of an increase to 200 tons a year. The ceramic factory at Negombo, the activities of which are now confined to the production of such articles as cups and chinaware, will be put on a bigger and better footing. It is hoped to produce essential articles, such as bricks and tiles, at this factory shortly.

The Department of Commerce and Industries has also made much progress in regard to cottage industries. These industries, such as the manufacture of twine, buttons, mirrors, toys, etc., have been entrusted to a separate unit whose endeavour is to encourage industrialisation on a small scale sufficient to interest a family and enable it to earn a livelihood on the principle of self-help.

Ceylon's steel rolling factory, though not yet officially opened, has begun production. It is expected that it will turn out approximately 1,000 tons of steel bars and rods and 1,800 tons of hoop-iron a year. The raw material needed will be drawn from scrap.

(The Railway Gazette, December 1942.) ✓

x

Manufacture of Internal Combustion Engines in India.

The possibility of manufacturing internal combustion engines in India was discussed recently at a meeting of the Board of Scientific and Industrial Research under the chairmanship of the Commerce Member, Mr. N.R. Sarker. It is understood that a committee is being set up to examine the details of manufacture of various types of engines and their parts and accessories. The Board also considered a preliminary survey reported by its Dye-stuffs Committee regarding the possibility of organising dye-stuff industries in this country. The report covers 51 such industries.

(The Statesman, 2-12-1942).+

Lease-Lend Agreement with U.S.A.:
Direct negotiations by India contemplated.

The possibility is being discussed in New Delhi of negotiations with Washington for a direct reciprocal aid agreement between the U.S.A. and India under lend-lease to deal with the problem of war-time production and services in place of the present system under which the Government of India deals with U.S.A. through the British Government. The projected agreement would put India in the same position as Australia and New Zealand who have already negotiated lend-lease agreements direct with the U.S.A. The advantage to India is that it will simplify accounting and also that India would in her own right discuss financial questions concerning ~~lend~~ lease-lend at the ~~Peace Conference.~~ The question of a reciprocal aid agreement between India and U.S.A. was discussed during the visit to London this summer of Sir Jeremy Raisman, Finance Member, Government of India.

It is understood that two safeguards are being proposed by India in regard to the reciprocal arrangement with the U.S.A. These provisions are, firstly, that India's aid to U.S.A. and expenditure on American troops in India shall not exceed the value of lease-lend material received by India in any year, and secondly, in any future ~~pro~~ revision of tariffs in relation to U.S. goods, India shall reserve the right to observe the fiscal autonomy convention. It is estimated that in a year India may receive lease-lend supplies to the value of between Rs.400 to 500 millions and she may incur rupee expenditure in India up to that limit on behalf of America. The reservation regarding the fiscal autonomy convention is important in view of the present stage of India's industrial development.

The final form which the reciprocal arrangement will take will be explained by the Finance Member in his next Budget statement, but the indications are that Delhi's conditions will be agreed to by London and Washington.

(The Times of India, 21-12-1942, and
the Statesman, 23-12-1942).+

Post-War Reconstruction:
Sir M. Visvesvaraya's Plea for an Economic Council.

The need to safeguard Indian trade and Indian interests in the post-war period was stressed by Sir M. Visvesvaraya, presiding over the third quarterly meeting of the Central Committee of the All-India Manufacturers' Organisation in Bombay on 20-12-1942.

As soon as the war was over, Sir M. Visvesvaraya said, India might again be exposed to the fury of an international economic war. To give the country adequate protection, it was necessary to appoint at once a representative central council of businessmen, experts and leaders in science

40

and politics, to watch the trends and make preparations to meet all possible obstacles and opposition.) It might be called a Development Board or an Economic Council, and might take the place of the Consultative Committee of Economists on Post-War Reconstruction appointed by the former Commerce Member. Explaining the steps taken by the various belligerent countries in regard to post-war reconstruction and conditions in India, Sir M. Visvesvaraya stated that there were now a number of Indians on Viceroy's Executive Council. Post-War reconstruction and industries were each of them important enough to require the whole-time services of a Member to itself. Nevertheless, both of them were left with the Commerce Member, whose time was fully taken up with matters connected with the war emergency. "The people are now faced", he said, "with a great struggle immediately the war ends, to render secure the future food supply and income of the nation. They can neglect this duty only at their peril". Referring to India's industrial development, he said that the developments recorded in Canada and Australia showed that this country had missed a great opportunity to build up its industries in the present war.

(The Times of India, 22-12-1942).

The Hindu, Madras, of 23-12-1942, commented editorially on Sir M. Visvesvaraya's speech; relevant extracts from the leading article are given below:-

Sir M. Visvesvaraya's call for the establishment of a "Development Board" or an "Economic Council" to consider post-war reconstruction, is a timely one. Although we have been told that the problems relating to ~~post-war reconstruction are being considered by the Government of India,~~ the public have no idea of the lines along which the discussions proceed and the objectives which are sought to be achieved. In other countries, however, this is not so. In the United States, a number of organisations are at work studying this problem. These, public and private, total over a hundred, of which no less than 35 are Government agencies. Similar agencies exist in Britain, official and unofficial. It is worthy of mention that the contribution of non-official organisations seems to be at least as important as, if not more important than, that of Government-established organisations. The one non-official organisation in India, which attempted it - the National Planning Committee - has been left leaderless with its work unfinished.

It is idle to contend that the preparations should be made after the war. We must think about it now because of the psychological significance, and we must think about it as a part, an integral and essential part, of the whole war effort.

of Canada

Three problems have, Dr. Cyril James points out, to be solved - the domestic, inter-empire and international. Of these, the first is by far the most important, being the fundamental one, one on a solution of which is to be found the solutions for the other two. The first specific problem in the domestic group was that of maximizing the employment opportunities for each individual; next was the conservation and utilisation of natural resources; and finally, there was the problem of developing, as a measure to meet possible emergencies, a programme of publicly financed construction projects. All these different attacks on post-war problems were in Canada, being explored by special sub-committees. A committee under Tom Moore, President of the Trades and Labour Congress, was studying employment opportunities; another under Dr. R.C. Wallace, Principal of Queen's University, was dealing with conservation and utilisation of resources, while a third, under K.M. Cameron, Chief Engineer of the Department of Public Works, Ottawa, was exploring the field of publicly financed construction projects. Since, as Sir M. Visvesvaraya points out, one cannot say what will come out of the Government Committee, functioning away from the public gaze and in complete isolation of enlightened opinion, it becomes the duty of India's industrialists and manufacturers to move in the matter and get a plan ready.

(The Hindu, 23-12-1942).+

List of the more important publications received in this Office during
December, 1942.

Economic Conditions.-

- (1) Department of Commercial Intelligence and Statistics, India. Statistical Abstract for British India with Statistics, where available, relating to certain Indian States from 1930-31 to 1939-40. Published by the Manager of Publications, Delhi. 1942. Price Rs.6-10-0.
- (2) Bulletins No. 3 (1936-37) and No. 4 (December 1939) of the Baroda Economic Association, Baroda.

Migration.-

- (1) Annual Report of the Agent of the Government of India in Ceylon for the year 1940. Published by the Manager of Publications, Delhi. 1941. Price Rs. 2 or 3s.
- (2) Annual Report of the Agent of the Government of India in Ceylon for the year 1941. Published by the Manager of Publications, Delhi. 1942. Price Rs. 2-6-0 or 4s.
- (3) Annual Report of the Agent of the Government of India in Malaya for the year 1940. Published by the Manager of Publications, Delhi. 1941. Price Re. 1-4-0 or 2s.
- (4) Administration Report of the Controller of Labour for 1941. (A.E. Christoffelaz, Esq., C.C.S.) December 1942. Printed at the Ceylon Government Press, Colombo. 1942.

Organisation, Government, etc.-

Annual Report on the working of the Indian Trade Unions Act, 1926, in the district of Ajmer-Merwara for the year 1941-42. (Typed.)

Local Conditions.-

Census of India, 1941, Vol. XXIII, Mysore, Part II - Tables. P.H. Krishna Rao, M.A., Census Superintendent, Mysore, Bangalore. Printed by the Superintendent at the Government Press. 1942. Price Rs.6-0-0.+